"Most great cities, whether important in history, the arts or in commerce, lie on the shore of a sea or on a body of water leading to it. . . Think of Venice for example. . . While it may be far-fetched to give to the sea the sole glory of achieving in men such polish, there is no doubt that the sea was a constant challenge and that, living in plain view of what seemed to be infinity, man was conditioned into levels of contemplation higher than money and things." (See article beginning on page 2.)

Front cover: Three Gondolas; Back cover: View of the Church of Santa Maria della Salute; Above: The Grand Canal and the Rialto Bridge. These photos were supplied through the courtesy of the Italian State Tourist Office.

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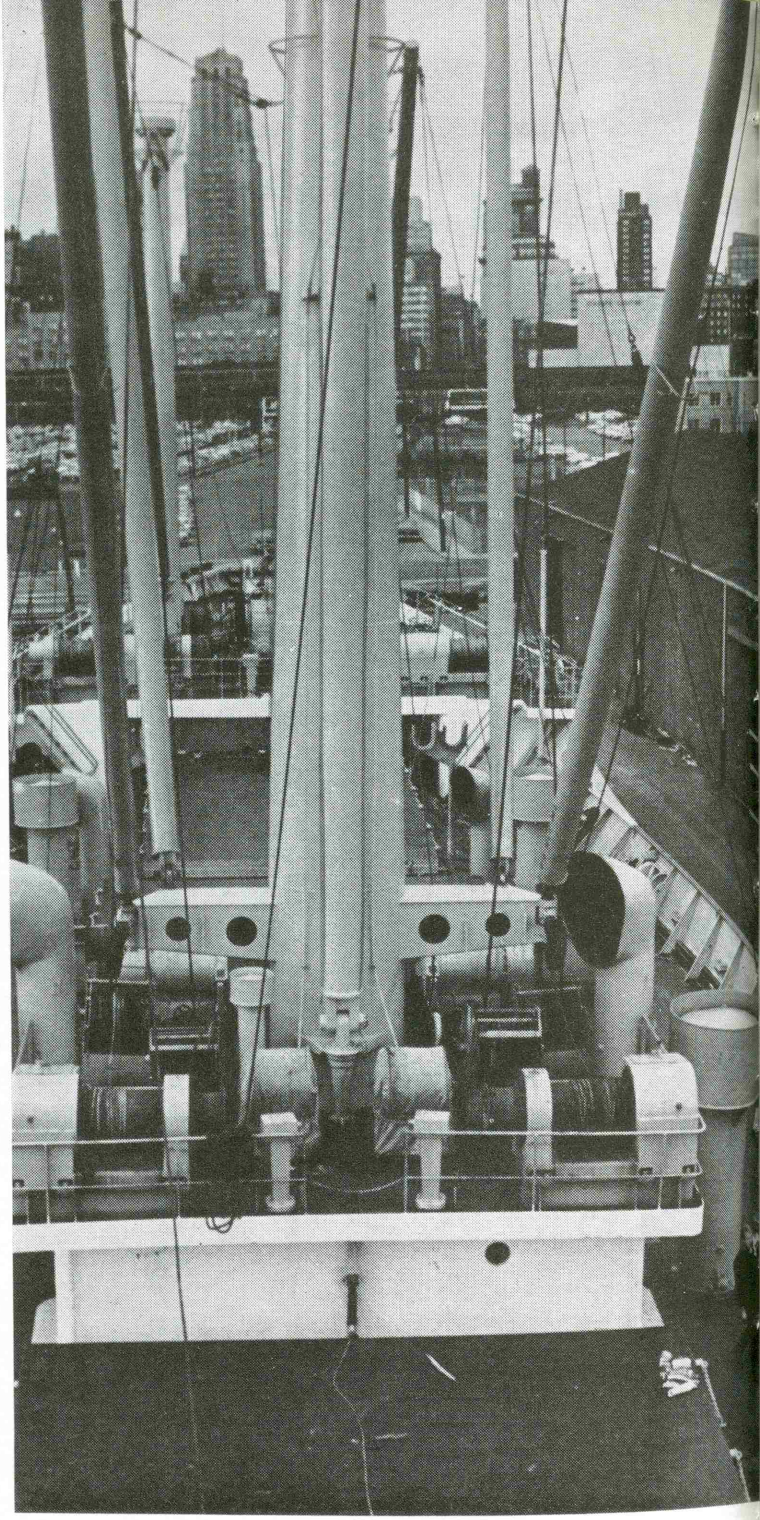
WATERFRONT COUNTDOWN*



* a title suggested by the sponsors.

Jacques Simard President-CPAC

I am not familiar with countdowns; true enough, I have often been accused of spending a lot of time in the clouds, but I can assure you that it happens without benefit of a countdown. And moreover, having spent many years of my early life learning to count up to ten, then finding the proper place (more or less) for the decimal point in the decimal system only to discover of course that one-tenth of a foot is not an inch, nor that one foot multiplied by ten are foots, but feet, it now seems, coming as I do upon my dotage, that in order to be in the swim (which in this context brings me to the cold thought of being all wet), I

must learn all this hard-fought-for knowledge backwards.

But there must be a beginning; I shall therefore try to present to you ten ideas. The first one will bear number ten, down to zero, which, if I make no mistake, will give you eleven ideas. It is very confusing. I can only hope that the last number will not be thought by you as the one mark that my paper deserves.

10. When the idea of a talk on the Waterfront was first broached to me, I saw in my mind's eye a comparatively easy task. I would draw upon my local experience and develop ideas along the lines of the harbour, residential districts along the shore, and the necessity of some industrial development in relation to the harbour: beaches, boating, marinas, pollution, landscaping and so on.

The quantity of literature which soon converged on me nearly sent me into a panic; for here was my subject matter already treated in a nearly exhaustive way, with competence and apparent understanding from all parties involved. The practical aspects of the problem had been covered, and in a better way than anything I could attempt; so what should I do? I decided to explore my clouds again. But before my mind starts wandering I would like to express my gratitude for the material sent by CPAC, the Toronto Harbour Commissioners, the Metropolitan Toronto Planning Board, the Toronto Waterfront Committee. It provided me with many evenings of free reading.

9. Before entering into the realm of human values and intellectual speculation which is a field much less copiously covered by the reports, let me introduce you to Brother Ass. I know him well; he is my constant companion and some will say that he is my alter ego.

One thing is sure; he has seemingly multiplied in our pragmatic and materialistic society, although he was already well known to the keen minds of the Sorbonne of the Middle Ages: *"Ecce magnis auribus . . ."*

Brother Ass has his legs firmly planted on the ground. He likes hay; he even likes to make hay. He thinks he is practical and his hide is tough.

He it is who will be heard saying that the beauty of a river or a lake is not important. Real estate must be made to produce or else it is wasted. Open space cannot be afforded any more with the growing population; and opening up vistas on a landscape is a sheer waste of money. Naturally, any widening of a highway should first be made at the expense of open space. For example, he it is who is responsible for having over 50% of the Central Business District of Washington devoted to the motor car for streets and parking, as also 61% of the mile square CBD of Indianapolis, again designed by L'Enfant, and 60% of the Los Angeles Central Business District relinquished to the motorcar.

You know who I mean by Brother Ass, for I am sure that you have met the type. He likes to think that he is a most practical fellow. But he is in fact very short-sighted and in the long run the least practical of men. For if we do not limit the damage made by his kind, we may find the human species itself in grave danger.

8. Why should man, as a species, be endangered by Brother Ass and his like? The study of environment shows us that plants, animals and the human species can be changed in time, for better or for worse, by the locale in which they live; and this can be quite dramatic in some cases.

For example, I live on the shore of a bay formed by the St. Lawrence turning at right angles in its course. This bay, gouged from the land by spring ice, is shallow because of the alluvions deposited in it by the Lachine Rapids. It was the breeding ground of countless shadflies which, in their larval state, need fast but shallow waters to develop.

The countryside was naturally a marvellous habitat for all the kinds of birds that feed on shadflies; it became a Federal Bird Sanctuary.

Then came the St. Lawrence Seaway hugging the shore and winding along the high wall which separates it from the River proper. In the Seaway the water is now deep with hardly any current, while on the other side of the wall the River races on, deep and without shoreline. As a result of this man-made change of environment there are no more shadflies and, consequently, the variety in birds is different. Some are gone, new ones have arrived and some kinds which were molested by the

shadfly-eaters are now flourishing, such as the robin which feeds on worms.

Moreover, the South West wind, which gathered speed for some 10 miles before hitting the coast and literally burned delicate vegetation, is now broken up by the Seaway wall; this produced such a change in the micro climate that gardeners are now trying out a considerable range of new plants.

But most spectacular is the new nesting place for the seagulls which follow the great ships. It lies on a small island just off downtown Montreal and is supposed to be the farthest inland rookery known for this kind of bird.

The interrelation of these new trends will produce unsuspected effects on plants and animals. For example: why has the hare population risen so rapidly? And all this in less than three years!

If I have dwelt at some length on these apparently incongruous matters, it is because I believe that we are no more immune to a change in our environment than other species of animal life. And what have we done with our environment?

7. The human species may be said to be a product of nature, susceptible to changes in environment like any other species of plant or animal life. Because of his intelligence, which can react constructively to a new situation, *homo sapiens* is supremely adaptable.

But a new situation can be for better or for worse, and there is a limit to adaptation or adjustment. In order to be better able to judge the effects of our environment on our species, it may be advantageous to go back a little and compare our ancestor, the *homo sapiens* of our Greco-Latin civilization with *homo technicus,* the product of the scientific (Bacon) and industrial revolution, or more precisely with what has been called "post modern man".

It is difficult for us to imagine our ancestor. His measure was nature as he knew it, and the nature that he knew was cut by him to his measure. He made a whole with the world of his time, and this world was nothing else but what he experienced with his senses.

What he produced did not reach beyond the strength of his own muscles, of the muscles of domestic animals, or the cleverness of his fingers, his sense of sight, his sense of hearing. With instruments and tools which were only a prolongation of the capacities of his body, he nevertheless built the Parthenon and the great cathedrals in which he remembered to put in a place of honour the oxen which had helped him, so they might share his glory.

This respect for nature can only be understood if we realize that man is satisfied with what nature lavishes upon him, and not at all preoccupied with possessing the key to its strength and forcing it open.

The man of antiquity does not try to dominate nature. He is satisfied to live in it—his "Mother".

So will man of older times adapt nature to his own way of life; as he acts upon nature, nature in turn acts upon him. And, as everything starts with man, the nature he manipulates becomes humanized, and the one who acts with nature and within it is simple and natural.

But in time, with an imperceptible progression, the organic contact with nature stopped and this complete world, well proportioned to man, master and servant, disappeared having been destroyed by the insatiable pursuit of a new reality which finds its prolongation in the infinite. However, it is the pursuit of this new order of size, of "this new human space", that creates the majestic nobility of our times.

This transformation in the human ideal, the consequence of which is as important as was the advent of Christianity, did not occur without the loss or the destruction of values that still appear to us as irreplaceable.

What was then the price paid, and what is the debt that modern man must acknowledge before feeling himself master of his destiny?

It is from the moment that ancient man, not satisfied with this "harmony of will and power with the here and now" of nature and the objects around him, pushes his knowledge beyond what he can see and feel, that his relationship with nature, fostering moderation, orderliness and proportion, declines.

We cite Guardini: "Thereby, his relationship with nature becomes transformed. It loses its character of spontaneity, and becomes indirect as it passes by the intermediary of figures and instruments. It loses its concrete character, becoming abstract and formal. It loses

its experimental character, becoming objective and technical".

There it is, cleverly analyzed—the structure of modern man, *"homo technicus,"* whose realm of personal experience is superseded by the ever-increasing acquisition of knowledge and, consequently, of the means of action.

But then, as in the case of the "Sorcerer's Apprentice", being freed from the destiny that links it to nature, a whole sociological, political, religious realm, a whole artistic world is born, no longer drawing its subject from organic man but from an abstract knowledge that is self sufficient, directing itself on its own accord where it likes, without end and without measure.

This means that "the scale of men" has no more significance, and proportion has given its place to logic, statistics and mechanics.

But still worse, as the organic link of man with a common measure has been broken, in his new mentality he makes his decisions in the wake of "forces liberated by reason and subjected by the machine to its autonomous will".

As we have seen, the civilization of the past was a human accomplishment; the civilization of the present is developing in disorder as it takes possession of the object without trying to understand it as a part of the whole which gave it life, dissecting it, classifying its pieces, finding its formula without grasping in the least its internal links.

Therefore, it is not surprising that one of the most striking facts of our times is, as a rule, the lack of sense, "platitude in plenitude".(1) The more man has in hand the capacity to steer his universe, the less he seems to understand it.

This is exactly what causes the anguish of those men of science who control an unheard-of power when they come to realize that the sense of these liberated forces escapes them. How else can we explain their confusion, their contradictions, even what seems to us a disorder carrying all the marks of panic?

On the other hand, listen to Péguy who, at the beginning of the century, said: "The world has changed less since the time of Christ than it has in the last thirty years . . . The modern world is debasing. It debases the City, it debases man. It debases love, it debases women. It debases the race, it debases the child; it debases the nation, it debases the family. It even debases, it has even succeeded in debasing what was perhaps the most difficult thing in the world to debase: it debases death".

True, we are comfortable in our surroundings. We have managed to harness the elements of nature to respond to perfect control. But the fire of the fireplace is down in the basement hidden in the furnace; the water of the spring flows from the water tap; air in all its diversity of smells, temperature and moisture is equated

(1) *Professor A. Adamson explains this phenomenon differently: our society is egalitarian and equality brings uniformity.*—QUEEN'S QUARTERLY, *Spring 1962.*

WAITING FOR SPRING

Benjamin Blackwood, an employee of Canada Steamship Lines Ltd., watches for spring from the bridge of a company ship wintering in Toronto harbour.

Page 2—

SPARS AND SKYSCRAPERS

The towers of downtown Toronto intermingle with the cargo booms of M.V. LEADA of the Hamburg Chicago Line in Toronto on her maiden voyage in October, 1961.

All the photographs illustrating this article were supplied through the courtesy of the GLOBE AND MAIL, TORONTO.

in the air conditioner; earth is fast disappearing under asphalt.

Techniques have succeeded marvelously in reproducing nearly everything in nature, sometimes in a way better adapted to use, certainly at a lower cost which puts nearly everything within the reach of nearly every one.

But if we live surrounded by objects which reproduce an original, how long will it take before we will be unable to distinguish between the original and the copy, between the unique and the cheap, between the true and the false, between the good and the bad? Where is the standard? What is the Golden Rule?

Moreover, time has changed; day and night, the seasons have no more the importance which was theirs in the past; everything is accelerated by the machine and limitless quantity in a short time coupled with mobility give a sense of insecurity.

Our urban society has changed considerably, and the effect of the conjugal family replacing the patriarchal family has still to be properly assessed. One of the known consequences, however, is the lack of roots of a population. Estates are no longer handed down but disposed of. Households are transitory and little loyalty is felt for the community.

On the other hand, techniques in building advance so fast that even skyscrapers have a predictable limited use.

We can, therefore, foresee a future where a whole city may have been renovated within a generation. What is the use of building up a proud City if, on the sands of time, it is only a campsite?

My contention is that our Cities are, unless we take care, an environment which will eventually prove destructive of the human species.

For man, there must be a place for getting away from asphalt, bricks and mortar; away from the noise of the turbulent city; away from the smells of his slave and master, the motorcar; away from his artificial atmosphere, air-conditioning; away from all the ersatz, imitations and substitutes, to find a normal environment for his species.

Like any living organism, man needs a particular environment for his proper development, and the city is far from the natural environment for the proper "determinant" of his biology.

Truly enough, he is extremely adaptable. But living within a massive enclosure he needs the freedom of open space; constantly submitted to geometrical forms, he should be able to free his mind from this rigor by contemplation of a more subtle form in space provided by nature.

The ersatz of the privacy possible in the city should be relieved by aloneness; rapid change and constant movement should be contrasted with permanence and stability, "so that undue stress is not caused and that people are not disturbed to the extent that they are made insecure and anxious, and made consequently into neurotic people who over-react to the difficulty and stresses of life".

It is only by having such values at hand and a standard or measure that he may survive physiologically, psychologically and socially in the City, where "compact urbanity" is imposed on a "culture seemingly dedicated to low density individuality".

(The Canadian Architect, *Nov. '61*)

Usually, such thoughts are shrugged away as not being practical. For it is always much easier to see the immediate than to plan for the survival of the species! Yet, think of the costs involved in the blight of delinquency and the problems revealed in the studies on mental health.

6. Our countdown does not stop here, although I must say that we have been over our major hurdle. If you are still with me you will probably find the going easier.

Most great cities, whether important in history, the arts or in commerce, lie on the shore of a sea or on a body of water leading to it. Athens and the Piraeus, Rome on the Tiber, Genoa, Marseilles, Paris on the Seine, Amsterdam, London and so many others which come to mind.

Of course, such a site had many things to commend it and, most important, in times when travelling overland meant a walk or a horseback ride, was the mobility afforded by the sea.

One can readily understand that commerce, flourishing through exchange, might have made these cities the

exclusive refuge of hard-boiled bankers and businessmen; and we know that such was the case for some of them. Think of Venice for example. Yet these cities developed a civilization which is the pride of humanity.

While it may be far-fetched to give to the sea the sole glory of achieving in men such a polish, there is no doubt that the sea was a constant challenge and that, living in plain view of what seemed to be infinity, man was conditioned into levels of contemplation higher than money and things.

For those cities opened unto the sea, slipped down into the sea.

5. Is it not a curious thing that the cities of this continent seem to turn their back on their harbours? Of course, they were so young as cities go, so little developed when hit by the industrial revolution, that the grime and dirt of the steam engine, whether in boat or locomotive, was reason enough to keep the infernal machines as far away as possible from the mansions of their owners.

We therefore often find a railroad and wharves close companions, and the city turning its collective back on the nuisance.

To compound this separation we find, in Montreal, a stone wall stretching along the harbour. This wall was erected at great cost to stem the spring floods, which spurted from the sewers anyway. It could not have been built unless the taxpayers were psychologically prepared.

The harbour had to be hidden; it was a great success. Today, Montreal is one of the world's great ports, yet the average Montrealer has only a very vague idea of its existence! I am sure that less than 5% of the population has ever set foot on its wharves and at that, only to board ship. Our Harbour Police is, of course, very efficient.

4. The City of Toronto has found a new vocation. It has now become a seaport—or a reasonable facsimile thereof. It lies on the shore of a body of water so large that visually and psychologically it could be called a sea.

Will the City of Toronto look towards an ever growing hodge-podge of houses and skyscrapers, even if in oyster shape?

Freight yards and docks—traditional companions. The FRANK A. SHERMAN of Upper Lakes Shipping Ltd. docked between Spadina and John St. in Toronto.

A general view of Toronto City Harbour, with Maple Leaf Stadium in the background.

This fair City is now like a woman who is looking over her shoulder; will she stop before she bumps into something? Will she turn around? Will she stop there, looking, or will she advance? Will she, for heaven's sake, make up her—mind?

I agree with you that this suspense is terrible; it is wearing us out and we are only at number 4 of our countdown.

I hope that by now you are aware of what I am aiming at. A city must have in its physical appearance something by which it can be identified. Our Mount Royal has long stood out in profile as the mark of Montreal. Some of our streets open up somewhat dramatically on its escarpmment. We, as citizens, have now to fight to prevent a ring of skyscrapers rising around it and blotting it out from view.

The distinguishing mark of Toronto is, of course, its lake front; the city may change entirely; the ravines may get filled up—but there will always be a shore.

It is therefore of great importance that this planning of the waterfront be implemented, not only because you need it as something basic in nature essential to the human species, but also because this focus is what Toronto needs for its personality.

3. I hesitate to suggest any means of achieving this enterprise as I am not as qualified as your local specialists.

It seems to me however that vistas unto the lake must be opened in the city. It might mean some demolition, but long axes shaded by tall buildings opening up on the blue infinity of the lake seem natural. It may even be that a rise in the ground inside the city could be put aside as a civic belvedere.

The important fact to consider is that the City, visually and physically, should penetrate the lake and the harbour, and vice versa.

I shall always remember the lobsters eaten in a rickety restaurant at the tip of Rowe's Wharf in old downtown Boston; that was pre-1929 but the place is still there.

But if the City should penetrate the shore, it is also possible to think of ships cutting into it and at the same time increasing the perimeter of wharfage.

There is nothing more dull than a straight line; penetration and indentation are worthy of consideration.

2. But this is nothing unless you let your collective hair down! Diversity, drama, suspense—all this is possible. There must be room for people to be alone, hard to reach, secluded, a haven for reflection.

There must be gay places of course, where the herd likes to assemble. There must be drama in the shapes. Why bulldoze everything to level x? Why not build a hill out of fill to be shaped by some sculptor sensitive to that scale, to plant with trees, to give an accent to the plan?

And care should be taken to unfold things so as to keep the eye grasping for more, so to speak.

What a marvelous opportunity for a wealthy City!

1. "Not bad this fellow," says Brother Ass; "he's even funny up in his clouds. But wait till he comes down and you'll see how foolish he'll look. Not practical at all".

Well, here I come; back to earth with statistics:

A. A town planner, using the 1951 census figures, has come to the conclusion that on an average, between now and the year 2000 (a date which our children at least will reach) we must in this country build the equivalent of one city of 80,000 *per month*.

B. Since only 9% of the population will be agrarian as early as 1980, we must assume that the build up will be an accretion to the urban centres and that consequently the area covered will be tremendous.

C. To cap this, let me mention that from the now underdeveloped countries, the population will have climbed to 4 billions, while from the now developed countries, the population will be 1 billion 150 millions. A massive challenge to our culture and to our way of life.

I am convinced that I do not have to dwell on these alarming figures which are fast becoming the nightmare of planners, except to draw one conclusion:

The growing population will create a greater and greater pressure on urban open space; as a corollary, this very open space will become more and more precious.

It is, therefore, not too far-fetched to describe the lake front as a vacuum somehow sucking at a lot of things.

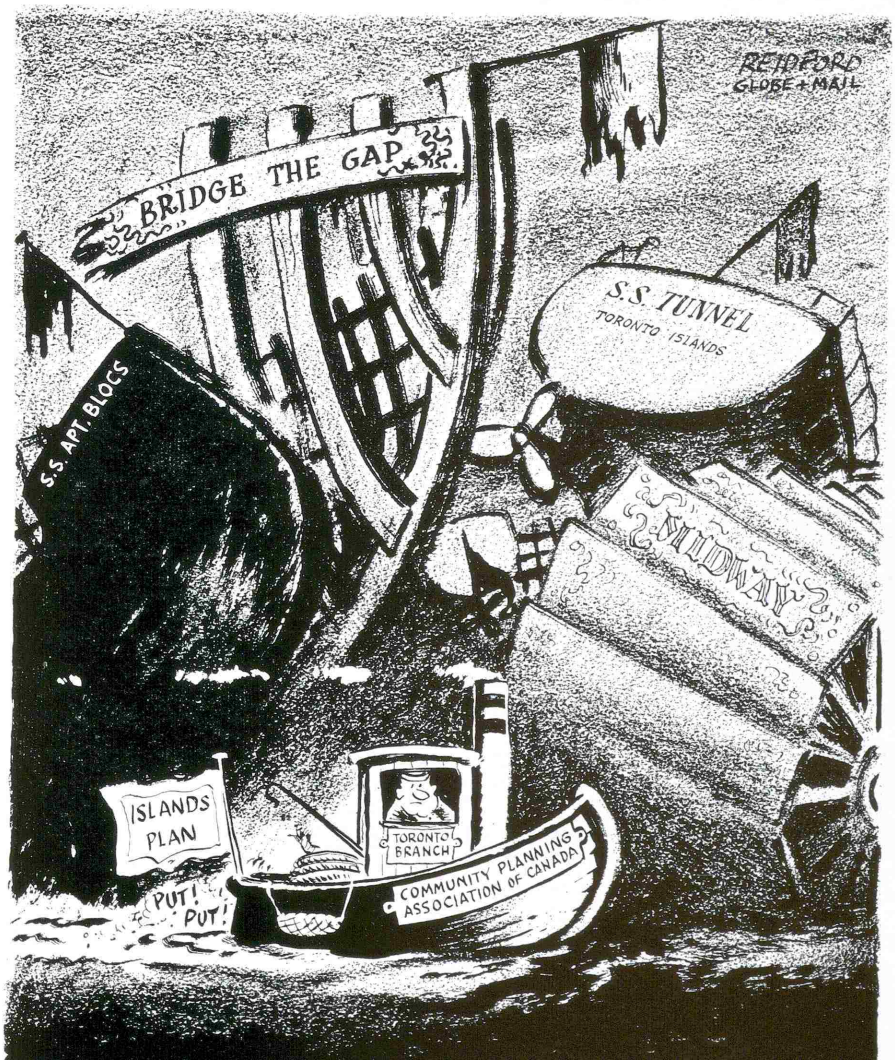
O. So the urgency is there; a great City has to make its choice; the over-all planning has been made; and it will never, never, be so cheap.

When I started this countdown I warned you, good people of Toronto, that I was no expert at this new technique.

I do not know whether or not I have succeeded in this blast off. You will have to tell me, please. So answer me. Are you off?

(The foregoing is the text of an address delivered at a meeting of the Metropolitan Toronto Branch of CPAC, in May 1962.)

SHIPS THAT PASS IN THE NIGHT



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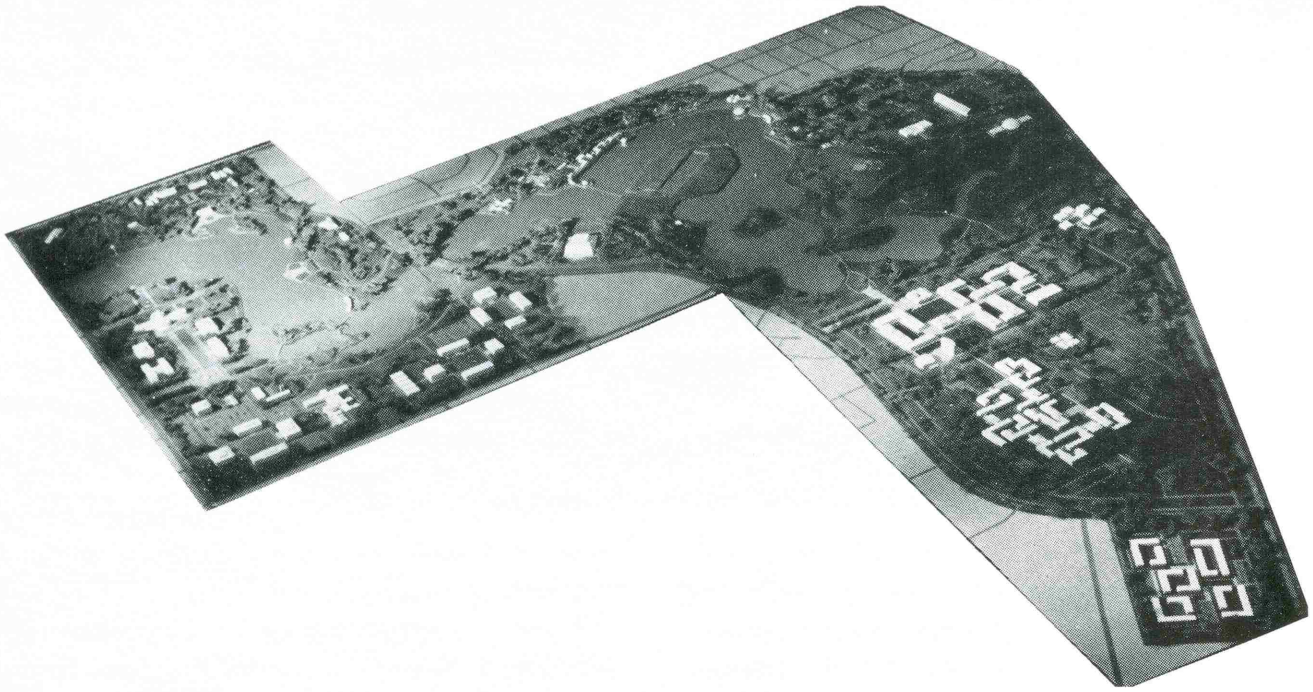


WASCANA —

Regina's Pride

Regina has started on an imaginary plan to turn 1,000 acres within the city into one of North America's finest parks. Designed by U.S. architects Minoru Yamasaki and Thomas Church, the park—Wascana Centre—will incorporate the provincial government buildings, an artificial lake and a university campus. Plans even call for a man-made mountain.

In southern Saskatchewan, where attractive natural trees are rare enough to be sacred, a scheme has caught the public imagination to turn 1,000 acres of Regina into a magnificent man-made park.

In Regina, people insist there will be nothing in North America to match Wascana Centre, as the park is called. They could well be right.

Built around artificial Wascana Lake, the park will be anchored at the west end by the present legislative grounds and on the east end by the Regina campus of the University of Saskatchewan, where construction is just beginning. Between these two poles, the Wascana Centre plan calls for picnic grounds, a civic auditorium, boat houses, sports grounds, a bird sanctuary, even a 160 ft. "mountain" made of earth dredged from the lake.

Set in the middle of some of the flattest prairie, Wascana Centre will look like another world. The master plan for this rearrangement of nature has been drawn by two distinguished American architects, Minoru Yamasaki and Thomas Church.

The bill for the whole project, including the many public buildings envisioned, could run to $150 million over the next 50 years. No official costs have been set publicly by the three groups financing the parkland, the Saskatchewan Government, the University of Saskatchewan and Regina City.

This spring the legislature named an 11 member tripartite authority to develop and administer the park. The legislation also set out the share of the costs each of the parties will bear: government, 55%, university, 15% and city, 30% to a maximum of one mill.

Wascana Authority won't be starting from scratch. The artificial lake has existed for many years, made by damming Wascana Creek, with the water used for cooling the city's thermal power generation station.

Considerable parkland has been developed on either side of the lake by city and government and the lake is used by many boaters, although in recent dry summers it has become so shallow that ducks have been seen to wade in spots.

The legislative grounds, on which stand the three chief administration buildings of the Saskatchewan government, have been developed into attractive parkland according to a plan set 50 years ago by a farsighted public works department official, Thomas Mawson.

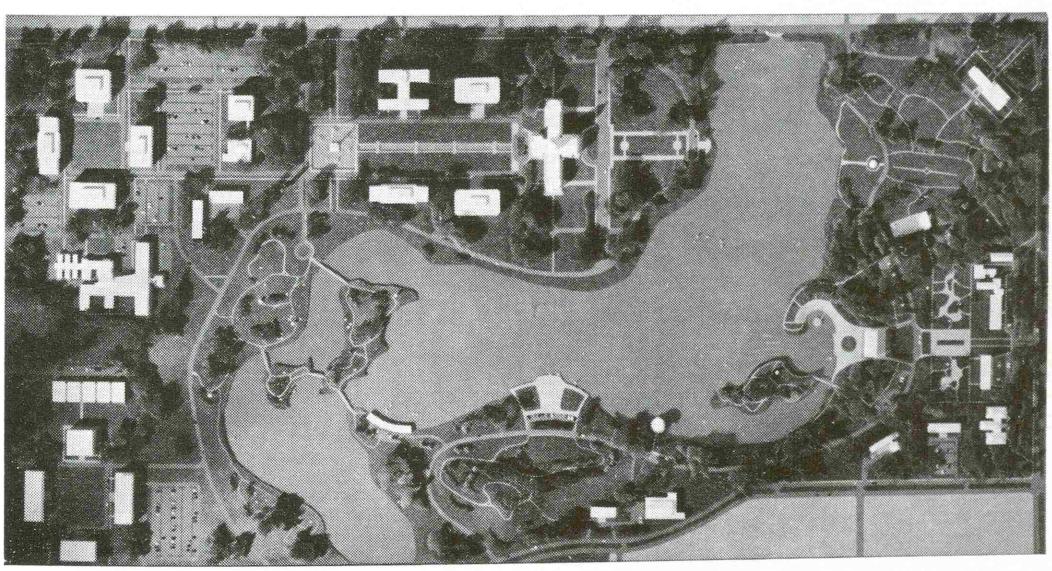
Yamasaki describes his own plan as an extension of the Mawson plan. He calls for underground parking for government employees' cars, a problem Mawson didn't have. The automobiles now parked in front of the Legislative Building have a detrimental effect on the building's beauty, Yamasaki says. Where the architect permits cars, he calls for parking lots well screened from view by trees. He also suggests that traffic be routed around Wascana Centre rather than through it. "The oasis, the green heart of Regina, must not be lacerated with traffic arteries," he writes in his report on Wascana Centre.

Some of Yamasaki's most imaginative planning is reserved for the university campus, where he and landscape architect Church will start from the ground up.

"The master plan," says Yamasaki of the 330-acre campus, "purposely locates the separate buildings close to each other to bring a sense of intimacy and security in contrast to the openness and bareness of the prairies."

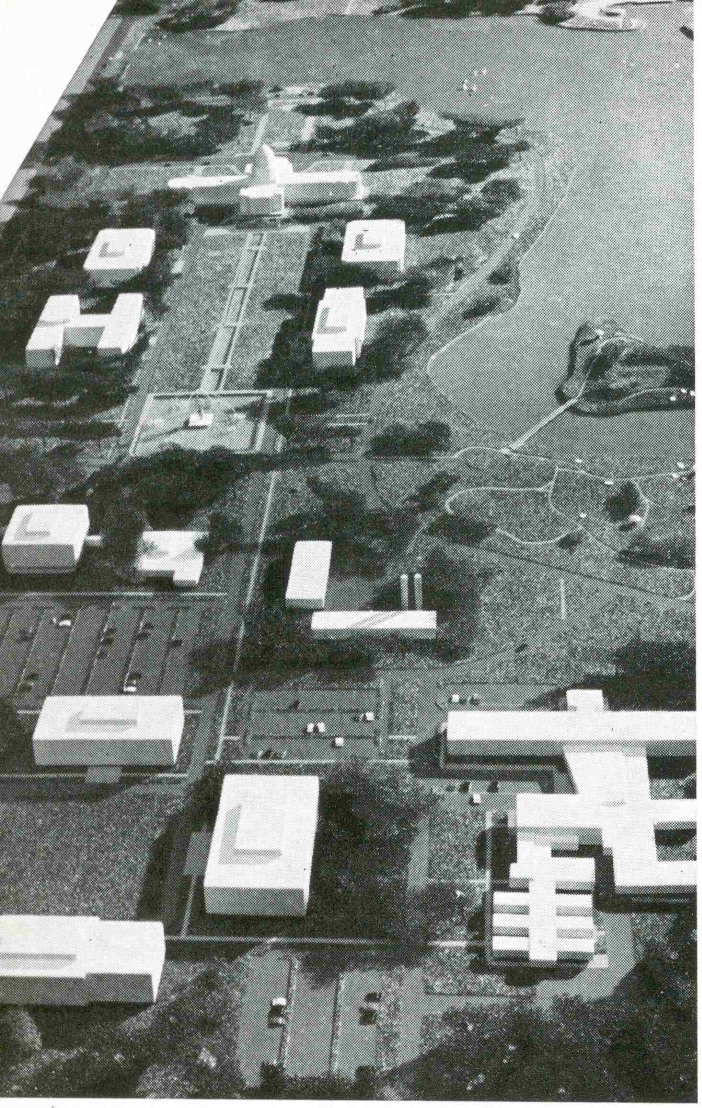
The academic buildings will be linked by what the architect calls "a podium concept." In effect, the lower floors of all buildings will be enclosed platforms raising the buildings well above the grade. The podiums, which will contain locker rooms for the students (8,000 in time), will be connected so that students will be able to go from building to building without exposing themselves to the weather. Saskatchewan winters, the architect observed, are long and cold. The podiums will also serve as a unifying element architecturally.

"By having this continuous base and with some degree of architectural control, it would be relatively simple to keep the sense of unity in this university, which is so very important to its over-all aesthetic quality," Yamasaki says.



Opposite: Over all view of Wascana Centre area looking north. The University of Saskatchewan, Regina Campus, is in lower right corner, with parklands to the north, extending west around lakeshore to the cultural centre in upper left corner. The Legislative area is in lower left corner of the model, around the south bank of the lake. The Civic Auditorium is in the centre of the model, facing the lake and the waterfowl park.

Right: Legislative area and cultural centre to the north. Picnic islands in the lake are connected to shores by foot bridges. The bay formed by the top island and the peninsula will become the music basin where outdoor performances of music and drama will be presented on the water stage, in the circular white area in front of the shoreline amphitheatre. Audiences may sit in the amphitheatre or tie up their boats in the bay.



Close-up view of the Legislative area showing the mall, pool and fountain, picnic island, and some of the additional office buildings projected for future government use. The south side of the Legislative Building will be altered with a facade, leading out to the long, grassed mall, extending south to a shallow pool and fountain.

The photographs illustrating this article have all been supplied through the courtesy of the Photo Services Branch, Department of Industry and Information, Saskatchewan Government.

Building materials should also be chosen with an eye to unity. This doesn't mean all buildings should be restricted to the same material.

"It would be far more interesting to have two or three harmonious materials selected . . . this would give a richer fabric to the total complex."

The rest of Wascana Centre will eventually contain nearly everything imaginable for culture and amusement, with the exception, perhaps, of a roulette wheel, so encompassing is Yamasaki's plan.

"The Sunday driver, the picnicker, the botanist, the sportsman, the music lover and the bird watcher need go no further," he says.

The bird sanctuary, like the legislative grounds, has been on Wascana Lake for some years and Yamasaki believes it should be integrated into the development.

A million yards of soil, to be taken from Wascana Lake, will be used for the mountain and for the construction of islands in the lake and an irregular shoreline.

To supply the 10 acres of sod and 228,000 trees Wascana Centre's landscaping will require, a 75-acre nursery will be established this summer on the legislative grounds. Trees will be ready for transplanting from the nursery in three to five years. Yamasaki has recommended the planting of flowering trees, like crabapple or almond. These will give the cue for a blossom festival in the spring, one of the seasonal festivals he urges for Wascana Centre. The festivals could cover a wide range of entertainment, from international music concerts to sports car racing to dog sled racing on the lake in winter.

Most cities would have difficulty finding enough land for a development as ambitious as Wascana Centre. Regina was lucky—most of the land is owned by the city or federal and provincial governments.

No residential district had developed along Wascana Creek. A federal experimental farm, located where the university is to be, was moved to other land less than a mile away. This has been the only major dislocation caused by the Wascana development.

Wascana Centre will mean years of construction activity in Regina and could stimulate the tourist trade for an area that normally doesn't attract many tourists. And it will give Regina a boast other cities will be a long time in matching.

(Text reprinted from the April 7th issue of The Financial Post.)

COMPOSITION ET POUVOIRS DES COMMISSIONS D'URBANISME

Jean-Louis Doucet, c.r.

Sous-ministre des Affaires municipales

Causerie prononcée à l'occasion de la réunion annuelle de l'Association Canadienne d'Urbanisme, le 9 juin 1962, à Arvida.

Réunir pour quelques jours, sous un même toit, autour d'une même table de discussion, un groupe d'hommes, formé d'élus locaux, d'administrateurs municipaux, d'urbanistes, de spécialistes et de techniciens, est une superbe initiative de la part de l'Association Canadienne d'Urbanisme. Vous êtes précisément ceux qui détermineront pour longtemps l'avenir de nos cités et assureront du même coup l'épanouissement de notre province. Dans ce domaine, il n'y a pas de petites tâches.

J'ai d'ailleurs accepté avec plaisir l'invitation de venir prendre part à vos discussions. Ma participation à votre congrès est d'autant plus agréable que je sais m'adresser aux troupes de choc qui, dans notre système municipal, ont la tâche importante d'assurer le développement rationnel de nos municipalités.

Depuis environ un quart de siècle, l'urbanisation massive de la province de Québec précipite l'évolution de notre organisation municipale. Ai-je besoin d'évoquer en détail ce phénomène que chacun d'entre vous connaît pour l'avenir vécu profondément. Tous les aspects de la vie urbaine et rurale ont subi l'assaut de cette puissante vague de fond et en ont été sérieusement bouleversés. L'administration municipale doit maintenant faire face à de nouveaux impératifs et à des techniques qui varient suivant la gamme des besoins.

L'urbanisme, sans échapper à ce mouvement, tente d'y découvrir sa véritable dimension. Nous assistons de ce côté à un foisonnement d'idées, de projets, de solutions audacieuses qui nous viennent d'hommes qui se sont longuement penchés sur une situation souvent alarmante.

Devant ce remaniement profond de la structure de nos centres urbains, une saine conception de l'urbanisme s'impose. Et cet urbanisme animé de toutes les valeurs qui contribuent à générer nos centres urbains, s'inspirant intelligemment des éléments d'une vibrante réalité, orchestrant habilement les différentes techniques de l'aménagement du sol, cet urbanisme, dis-je, n'est plus un luxe, c'est une question vitale.

En théorie, nous sommes tous d'accord. Mais c'est à l'action qu'on évalue les concepts, et c'est précisément au moment d'agir que naît trop souvent l'hésitation et la confusion. Plusieurs solutions s'avèrent insuffisantes parce que fragmentaires. Les différentes initiatives n'étant pas toujours liées entre elles par de solides articulations, manquent de cohésion. Un projet d'aménagement jugé dans un contexte trop restreint entre en conflit avec un autre projet. Une politique de planification, d'abord parce que mal éclairée et ensuite parce que mal intégrée aux cadres administratifs, reste dans le vide stérile. L'absence de coordination amène les chevauchements, les conflits de juridiction. Et ce qui était merveilleux dans l'esprit de plusieurs s'effrite pour laisser place à un dangereux déséquilibre. Mais il ne m'appartient pas ici de mettre le doigt sur tous les écueils qui se dressent devant la gigantesque entreprise qu'est l'aménagement de nos villes.

Il importe toutefois de rechercher dans tout ce processus de planification urbaine un organisme qui étant, d'une part, directement relié aux forces vives de la cité, et d'autre part, harmonieusement intégré aux structures

administratives, assure la marche normale des activités de l'aménagement territorial. La commission d'urbanisme est l'organisme tout désigné et j'entends scruter avec vous les cadres et les pouvoirs de cette dite commission.

En accord avec l'économie générale de notre droit municipal, l'autorité provinciale délègue aux municipalités les pouvoirs nécessaires à l'aménagement du sol, et se soucie de donner tous les instruments nécessaires à cette fin. C'est d'ailleurs dans cet esprit que la Législature, en 1959, amendait la Loi des cités et villes dans le but d'y incorporer l'article 68-A, autorisant ainsi la création de commissions municipales d'urbanisme.

Il importe à ce stage de ne pas confondre commission d'urbanisme et commission du conseil, cette dernière régie par l'article 68 de la Loi des cités et villes. Les commissions du conseil sont strictement formées de membres du conseil municipal. Elles ont pour but d'étudier certains sujets particuliers et de veiller sur l'administration des divers départements municipaux. Leur rôle est donc de permettre au maire et aux membres du conseil de se réunir en petits comités pour mieux approfondir certains problèmes et pour surveiller de plus près l'administration de la municipalité.

La commission d'urbanisme proprement dite est tout à fait d'une autre conception. L'urbanisme comme tel, s'inspirant de tous les impératifs qui façonnent le territoire urbain, tant sur le plan physique que sur le plan sociologique, économique et administratif, offre un mécanisme extrêmement complexe. L'expérience nous démontre que la fonction-urbanisme nécessite un cadre de travail permanent et stable. Ce cadre doit, comme nous l'avons dit, s'intégrer harmonieusement à tout le système administratif municipal, tout en ayant soin de réserver à cette fonction une position inter-départementale à cause de son rôle de coordination et de planification. Il importe aussi de relier la fonction-urbanisme aux éléments humains les plus représentatifs de la cité et d'assurer toute l'aide technique nécessaire.

L'article 68-A de la Loi des cités et villes est d'une extrême latitude et permet aux municipalités de créer une commission d'urbanisme conforme aux exigences et aux possibilités locales.

Examinons maintenant de plus près les pouvoirs d'une commission d'urbanisme. Le texte de la Loi permet d'abord au conseil:

> "d'attribuer à cette commission des pouvoirs d'étude et de recommendation en matières de construction, de zonage, d'esthétique et du plan directeur de la municipalité."

Cet article ouvre un vaste champ d'action sur le plan consultatif, la commission peut, sur l'ordre du conseil, procéder à une étude synthèse de tout le milieu urbain, élaborer un plan directeur, rédiger un règlement de zonage, de construction ou de contrôle du lotissement, préparer un programme d'immobilisation, étudier la rénovation urbaine, et d'une façon générale aborder toutes les questions relatives à l'urbanisme. La commission d'urbanisme doit, après étude, faire rapport au conseil recommandant ou conseillant tel ou tel projet. Le conseil demeure toutefois libre de prendre toute décision qui lui semble juste.

Le texte de la loi va cependant plus loin en édictant que le conseil peut:

> "déléguer à cette commission ses pouvoirs, ou certains de ses pouvoirs en ce qui concerne l'application de ses règlements relatifs aux matières précitées."

La commission d'urbanisme peut donc prendre un caractère opérant, c'est-à-dire voir à l'éxécution des politiques et des règlements adoptés par le conseil et, d'une façon plus particulière, voir à l'application des règlements de zonage, de construction et de contrôle du lotissement en émettant les permis. Le conseil ainsi se libère de tout un rouage administratif, se met à l'abri de toute influence indue et laisse à la commission d'urbanisme le soin de voir à la ferme application des règlements.

Ce sont là en somme les cadres juridictionnels d'une commission d'urbanisme offrant une solution extrêmement flexible. Suivant les besoins, le conseil peut créer une commission lui attribuant toute la gamme des pouvoirs allant d'une commission purement consultative à une commission pleinement opérante.

Il importe immédiatement d'insister sur le fait que le conseil municipal demeure en tout temps maître de ses destinées. Dans un régime démocratique, il est essentiel que la formulation des politiques et les décisions

administratives reposent sur le maire et les échevins, responsables de leur mandat devant la collectivité. C'est à eux qu'incombe en dernière analyse la lourde responsabilité d'établir les politiques d'ensemble, de structurer les politiques administratives et de déterminer les moyens d'action. La commission d'urbanisme intervient sur demande du conseil pour étudier et approfondir une question aussi délicate et complexe que celle de l'aménagement d'une ville. Il doit donc exister un lien consultatif profond entre le conseil et la commission, et ce rapport peut s'étendre jusqu'à l'application des décisions du conseil.

Dans l'exercice de ses pouvoirs, la commission peut en plus, conformément à la loi:

- former des comités d'étude;
- consulter tout employé de la corporation municipale et ordonner, par l'intermédiaire du conseil, l'exécution de travaux jugés utiles et nécessaires;
- s'adjoindre, sur autorisation du conseil, les personnes dont les services sont jugés nécessaires à l'exécution des travaux;
- consulter ou s'associer un urbaniste-conseil dont les services sont retenus par le conseil, et lui ordonner l'exécution des travaux jugés nécessaires.

Ce dernier paragraphe de l'article 68-A de la Loi des cités et villes édicte que:

> "Le conseil peut voter et mettre à la disposition de la commission les sommes d'argent dont elle a besoin pour l'accomplissement de ses devoirs."

C'est donc dire que la commission d'urbanisme peut administrer un budget, faire des dépenses et préparer pour approbation du conseil un programme annuel de ses prévisions budgétaires.

Passons maintenant à la composition d'une commission d'urbanisme.

Que dit la loi sur ce sujet:

> "Le conseil peut, par règlement . . . constituer une commission d'urbanisme, composée du nombre de membres qu'il détermine, et qui peuvent être choisis parmi les membres du conseil, les officiers du conseil et les contribuables résidents de la municipalité."

Sachant que l'urbanisme doit s'inspirer des valeurs et des aspirations d'une collectivité, il importe de constituer une équipe représentative des forces vives de la cité et des éléments dominants d'une société. Par là, il ne faut pas exclusivement entendre professionnels, notables, personnes intéressées à l'urbanisme et à la construction. Les membres d'une commission d'urbanisme doivent être le reflet des différentes forces internes d'une société, et à tous les niveaux. Il existe en effet, dans un même milieu urbain, plusieurs groupements ou associations: chambres de commerce, clubs sociaux, ligues de propriétaires, associations des manufacturiers, marchands détaillants, coopératives d'habitations, associations ouvrières, commissions scolaires, évêché ou centre paroissial, etc. . . Il appartient donc au conseil municipal de faire une judicieuse sélection parmi des groupes et de les inviter à se choisir un délégué.

Le conseil peut aussi déléguer un ou deux de ses membres dont le rôle sera d'aviser le conseil municipal et d'assurer ainsi un lieu constant entre ces deux éléments.

Comme il est nécessaire d'intégrer le processus de planification urbaine aux cadres administratifs existants, le conseil peut nommer des officiers municipaux sur la commission.

Le nombre de membres pouvant siéger sur la commission n'est pas fixé par la loi. Il convient donc d'user de mesure et de déterminer ce nombre selon les besoins. Il est préférable toutefois d'user de modération afin de permettre à la commission de bien remplir son rôle.

La loi prévoit encore que le conseil peut:

> "créer les fonctions de président, de vice-président, de secrétaire, de trésorier ou de secrétaire-trésorier de cette commission ou telles de ces fonctions qu'il juge utiles;"
> "définir les devoirs et attributions de la commission, de ses membres et de ses officiers;"
> "permettre à la commission d'établir ses règles de régis interne;"
> "fixer le terme d'office des membres."

Cette trop brève étude des pouvoirs et de la composition d'une commission d'urbanisme nous a permis de réaliser que les municipalités disposent maintenant d'un précieux instrument à l'élaboration d'un programme d'aménagement urbain. Le législateur provincial s'étant efforcé de créer une loi à la fois souple et assez complète, il appartient aux responsables municipaux d'en profiter pour le plus grand bien de la collectivité.

PLANNING PROBL

Excerpts from some of the speeches

Planning Boards, held in Toronto i

THE STATUTORY ROLE OF THE PLANNING BOARD

Prof. J. B. Milner

Faculty of Law, University of Toronto

What Is A Planning Board?

A planning board is one of the local agencies involved in community planning under The Planning Act in Ontario. It would be a gross misunderstanding to suppose that it is the only agency, or even the principal agency involved, because it functions along with the local council, other local boards and commissions, notably the school board and the parks board, as well as the Provincial government, acting through its Department of Municipal Affairs, (the Community Planning Branch), the Department of Highways, and the Ontario Municipal Board, to mention only a few of the provincial agencies concerned.

The local council *appoints* the members of the board. There may be as few as five, including, *ex officio*, the head of the council or his delegate, or seven or nine, or, when the Minister thinks it necessary, even more. The most popular number is nine; Metropolitan Toronto has twenty-four. The board itself elects its own chairman and vice-chairman and appoints, sometimes from its membership, but usually from outside, a secretary-treasurer.

What qualifications have those members to plan? So far as the law is concerned, none. The Act says nothing about the qualifications of board members, save that they must not be employees of the council or a local board (except school teachers). Should the council, then, appoint so-called qualified, or professional, planners to the board? The answer, I think, is *no*. The professional planner could hardly thereafter practise his profession in that planning area, and even if he is retired from practice, he is likely to hamper free and equal discussion by the professionally unqualified members, who may feel a bit overwhelmed. This may not be true of architects, lawyers, and real estate agents, who often find themselves on boards, and who rarely feel overwhelmed, but even these members may yield to rather natural jealousies toward the professional planner that may hamper proper consideration of planning matters.

In short, the role of the planning board is primarily to discuss plans and to coordinate the work of professional and technical staffs throughout the planning area, and for this job the professional planner is, at best, first amongst his equals in the municipal civil service. In a rather complicated way, the planning board members are best regarded as a group of interested amateurs.

How Does A Planning Board Plan?

The planning board plans by advising and recommending, usually to the local council, and local boards, but sometimes directly to the Minister of Municipal Affairs. The planning board does make a final decision that affects private citizens: Under section 26 of the Act the board decides, rather than merely advising and recommending, that an applicant may subdivide and convey or mortgage a part of his lands by metes and bounds. Planning boards frequently spend more time on this job than they do on planning, and I think the time has come to give the job to the committee of adjustment so as to free the board for its proper work. But generally, the planning board is an advisory body. This fact is often forgotten and I think accounts for a good bit of the misunderstandings of board members, councillors, and the public.

How does the board go about its advising and recommending? It first conducts a survey of "physical, social and economic conditions" in the planning area. Then it "prepares maps, drawings, texts and statistical information", that is, it thinks about what the survey has shown, and organizes its thoughts on paper, and then it "prepares a plan for the planning area suitable for adoption as the official plan", which it sends to the local council, *which has full responsibility for adopting or rejecting it*. Even then, of course, the plan, when adopted, must be approved by the Minister of Municipal Affairs.

The board's work is not done when it has recommended its plan. Plans need constant reviewing and this is also the board's responsibility.

The board must also "recommend from time to time . . . the implementation of any of the features" of the plan. This, in practice, usually means recommending a zoning by-law, or an amendment to the by-law.

The planning board also advises on the approval (by the Minister of Municipal Affairs or the Municipal Board) of plans of subdivision. The work in this area is, in a sense, planning on a very small and intimate scale, and the board is usually expected first to coordinate for the Minister all the local facts, figures, and advice that he asks for, and to advise in addition, on the appropriateness of the plan.

One duty of a planning board expressly imposed by section 10 of the Act is often, far too often, ignored. That is the duty to "hold public meetings and publish information for the purpose of obtaining the participation and co-operation of the inhabitants of the planning area". There is no easy way of enforcing such a duty; you can't very well fine or jail planning board members if they disregard their responsibilities. But I

MS AND PROGRESS

ered at a conference for members of
e by the Ontario Division of CPAC.

cannot stress too strongly the vital importance of this aspect of planning. *I know of no planning board in Ontario that could be said to be doing a proper job of holding meetings and publishing information.* In recent years, I should add, the city of Toronto has taken steps in the right direction, but whether the result has been to inform or mislead the public remains to be seen. What has happened is that an attractively printed proposal has been widely advertised and many meetings have been held, but so far as I can learn, no publicity whatever has been given to the revised final recommendation. Doubtless many people still think the attractive brochure is official policy.

May I just stress at this point the importance I attach, not only to public meetings, but also to constant consultation of private interests privately, and where necessary, publicly, in the form of hearings, which I distinguish from meetings. At a meeting a general proposal may be aired—explained and talked about. At a hearing, a specific proposal may be contested by persons who believe they are adversely affected. A meeting can usually be conducted by the planning board members with, I hope, the assistance of some councillors at least. A hearing usually requires more specialized talent and should be chaired by the local solicitors, or, if his training has been adequate in this respect, by the planning director.

Having stressed the need for public meetings, may I also suggest that apart from such public meetings, held for the specific purpose of arousing public interest and understanding, a planning board should hold private meetings. It is not necessary that the public, or even the press, should be present at every meeting. The job of planning is essentially one of thinking, and a thinker profits little from having the public breathing down his neck while he is engaged in this arduous and unfamiliar task.

The Planning Staff

So far we have assumed that the planning board did the advising and recommending. It is now time to look more closely, and frankly, at the board and its role. We have seen that it rarely includes, in its membership, a professional planner, and indeed that professional planners may not make good board members. The hard truth is that the board duties, which I have already described, are really jobs for full time professionals, usually not just one, but several. At the top of the list is the professional planner and under him are a number of specialists in planning, people who have specialized training in some part of the planning job.

Oddly enough, some planning boards in Ontario have no staffs. We may admire their self confidence, but we must question very seriously, their competence for the job. Other boards have either a part time, or full time, staff, qualified or unqualified, varying in size from the secretary-treasurer, standing alone, to thirty or forty people, planners, specialists, and secretarial assistants.

Since staffs cost money, the first question is, how much does the local council provide for staff salaries? That is the basic limiting fact. Unqualified staff, incidently, should cost a little less, and be worth very much less.

The second question is, where do you find a qualified staff? I suspect that staffs in Ontario are largely unqualified, partly because there are not enough qualified planners to go around.

Let me say briefly what I think constitutes a qualified planner. Above all he must have the "*wisdom* of good minds" as Sir George Schuster put it. He must have *knowledge* of land use and its effects on the community, of numbers of people and their effect on the community, of traffic and its effect, of social conditions, and of civic design ("three dimensional" concepts of the community). It is sometimes said that English planners, who frequently, at least in the past, emerged from engineering, architecture or surveying backgrounds, were too much concerned with physical design in planning, too little concerned with the social elements. The criticism is usually advanced by American planners, who, however, could be said to be too much concerned with the social elements, too little with the physical. On the whole I sympathize a bit more with the English bias, because building a community, whether we like it or not, means building houses, offices, factories, churches, schools, streets and sewers. Making them the right size and putting them in the right place is pretty important. I think the physical design approach provides a focus for the all too woolly thinking of the sociologists. But the most important thing is the *balance of these factors*, and that is where the *wisdom* of good minds is required.

For Whom Does the Staff Work?

This question focuses our attention on what may be the greatest source of public misunderstanding about planning boards. It also focuses our attention on the very important matter of the proper relationship of the planning board to the council it serves, and to the public.

First let us get one thing settled. Planning boards do not exist to take planning out of politics. In a democracy, planning is a political activity and a planning board member who refuses to recognize this fact will suffer a good deal of needless frustration.

Let us get another thing settled. Giving advice and taking advice are different things. A planning board gives advice—I hope honest advice. It should not be too concerned whether the council takes the advice or not. That is the council's business and it may properly be motivated by considerations of which the board is not fully aware. A board should not, for this reason, temper its advice to make it more acceptable. Fully reasoned advice, whether acceptable or not, is of the highest importance. If the board does not give such advice, where will the council get it? Properly presented, unwelcome advice need not antagonize the council. But I think it is important for a planning board and its council to come to an early understanding on the matter. May I offer some suggestions?

First, let the board and council meet and frankly recognize each other's different interests and different roles.

Second, let the board establish ground rules, a constitution, if you like, in which there is full recognition of the board's role as adviser, and the council's freedom to accept or reject the advice without animus or disrespect. After all, while the Act doesn't insist upon it, planning boards are for "Adults Only".

Third, let the board and the council, in this constitution, state clearly the answer to my question: *For whom does the board's staff work?* Of course it works for the board, whose members are there to organize and encourage that staff, and to bring to bear the very important tempering of the expert's enthusiasm by the amateur. But the board should recognize the fact that its staff can sometimes be useful directly to the council. Here are some subordinate suggestions:

The council should never have direct contact with the board staff except with the secretary-treasurer, or planning director, who, ideally, are the same person. In cases of urgency, where a board meeting simply cannot be called, and in all other cases subject to the approval of the board or at least of the board's chairman, the planning director should be expressly authorized to answer any question asked by the council, provided preparation of the answer will not distract him from more important board matters. The director should take care to say, if he is aware of the fact, that his answer differs from the board's view. And the board has every right to insist that if the planning director is answering a question in such circumstances, he should always give a fair account of the board's position as well. Moreover, unless the board otherwise directs, he should give such an answer in private. I think we are much too hasty to assume that publicity is always desirable.

Above all, let the board, and the council, in this compact, or constitution, recognize once and for all, that the professional planner can frequently offer important advice that may help the council, or the Minister, or the Municipal Board, make the right decision. Making that right decision is the chief object of planning, and it would be foolish of us not to encourage this free exchange of thought. I think if this simple fact is recognized early on, and all parties accept it as a rule of the game, a great deal of the bitterness that frequently arises between the board and its council over staff matters can be almost eliminated. Because a professional man gives different advice doesn't mean that he is "undermining the board". Nor is the board properly to be regarded as in competition to get its ideas accepted in place of someone else's—sometimes better—ideas. If it were, then indeed it would be in politics.

Fourth, the proposed compact, or constitution, should cover the delicate question of public relations. The public often mistakes advice for decision. For a planning board, or its staff, to mislead the public into thinking they have the last word is a totally dishonest and unjustified position. The public should be aware, at all times, that the matter can be reviewed by the council, or by the Minister, or by the Municipal Board, as the case may be.

Finally, great care should be taken by the board that at public meetings, and at public hearings, the council gets a fair share of the publicity. The board should not seek glory for itself, and it should, if possible, provide the council with a fair opportunity to participate in all public appearances. If a planning board member wants glory then he should seek it in the proper place, on the council.

The obvious lesson from all this is that we must increase the public understanding of planning as a co-operative process involving boards, councils, the Minister and the Municipal Board, the Ontario Water Resources Commission, and so on, I'm afraid, *ad infinitum.*

No one man, no board, no council, no developer, plans or builds, alone, a whole community.

THE PROVINCE AND THE PLANNING BOARD

Lorne R. Cumming, M.A., Q.C.
Deputy Minister for Municipal Affairs for Ontario

. . . A few months ago, a rough classification was made of the 350 planning areas in existence in Ontario at the beginning of this year. . .

The figures indicate that planning boards are inactive or non-existent in more than 70 of these 350 planning areas, and we have no record of any planning activity on the part of a further 80 planning boards, although the appointment of members is being kept up to date in this latter group. Another 50 planning boards appear to be confining their activities to granting consents for transfers of leasing of land in areas of subdivision control.

About 60 more planning boards have full-time staff without any formal technical qualifications to the best of our knowledge, or they nominally employ a planning consultant—or have full-time staff *and* a consultant—but we have no indication of any significant planning programme being conducted. Only the remaining 80 or 90 planning boards seem to be embarked upon a positive planning programme, and only 23 of these employ full-time, technically qualified planning staff.

As I have indicated, the classification we made was based on incomplete information and incorporated a considerable element of subjectivity, hence the figures it produced are only approximations. *They are close enough, however, to indicate an unsatisfactory level of planning activity—both in terms of quantity and quality—on the part of planning boards in this Province.* While we can point to over 350 planning areas having been defined now, embracing over 80% of the population of Ontario, only about one-quarter of these seem to be carrying out an effective planning programme and less than 7% employ a full-time, technically-qualified planning staff. Admittedly, most of the large centres are included in this group, so that a substantial part of the population of the Province has some technical planning service.

I want to emphasize the importance of technically qualified staff. Some people say that planning is simply the application of common sense, but there is more to it than that. An effective planning programme for most communities that are undergoing any significant change requires the know-how that can be obtained only by thorough training or by long experience—or both. I appreciate that the hiring of planners with the requisite professional qualifications costs money, but planning is sufficiently important to warrant the spending of money on it. Anyway, I have no doubt that a sound planning programme, properly implemented, will save the community far more money than the programme will cost.

It might be argued that the communities requiring technical planning assistance either have qualified personnel on staff or are too small to be able to afford to hire professional planners. The record shows that many communities that unquestionably require technical planning assistance and have the financial resources to employ professional staff have not done so. As to less densely populated municipalities, their planning problems are usually common to their neighbours, and the creation of a *joint planning board* permits the *pooling of financial resources* so that in most cases the hiring of at least one competent planner is a practical possibility. Incidentally, there has been an encouraging increase in interest in establishing joint planning boards over the past two or three years and it is possible that we may see planning boards formed on a county basis before long.

We are all prone to look for excuses to explain away our failures. It is not surprising then, that those involved in the planning process and others who are genuinely interested in seeing more, and better, planning in Ontario communities should tend to find fault with the *legislation*, or with *the form of planning organization*, or in other words with the attitude of the Provincial Government.

While the planning legislation in this Province may fall short of perfection, and while the Department receives many suggestions for amendments, most of these are minor in nature and do not attack the basic principles of the legislation. It is interesting to note that our Planning Act has been paid the compliment of having had many of its features adopted by other Canadian provinces and some of our friends in the United States, where the constitutional situation is different, have expressed envy of our legislation. The legislature is constantly trying to improve this important statute, as is witnessed by the fact that there have been only two years in which there have been no amendments to the Act since it was first passed in 1946. . .

Since the transfer of the Community Planning Branch to the Department of Municipal Affairs, administrative policies and procedures have been modified, the Branch's internal organization has been changed, and additional technically qualified staff is being employed. These developments are all intended to streamline and expedite the handling of various types of application by the Branch and to enable the Branch to offer more advice and other assistance to planning boards. We expect to be able to maintain a much closer contact between planning boards and the Branch in the future. We hope and believe that this will make a positive contribution to the improvement of the quantity and quality of community planning in the province.

I suppose that some of the problems of planning boards that you will have considered today will have centred around the *relationship between the planning board and the municipal council*. This relationship can be crucial to the success of a planning programme. It can be disrupted by the failure of members of council to understand the functions that the planning board is intended to perform, but it is perhaps even more likely to be upset by the planning board misconceiving its duties vis-a-vis those of the council. After all, councils have been in existence far longer than planning boards and councillors, by and large, have had far more experience at being councillors than members of planning boards have had at being members of planning boards. Also, councillors become councillors through the process of winning elections. This is bound to imbue a degree of political realism that does not necessarily come to the member of a planning board who has achieved his position through the less chancy process of appointment.

In most of the matters with which planning boards are concerned, it is the municipal council that must make the effective decisions. The planning board, through its staff, where it has one, is expected to collect relevant information about the matter, subject it to analysis, and come up with a recommendation to council. This can place the planning board in the happy position of making a great many imaginative—and perhaps expensive and impractical—recommendations without any thought as to their feasibility, leaving the onus on council to reject them out of hand or to modify them so that they are realistic in terms of the resources of the community and the attitudes of its citizens. This is irresponsibility on the part of the planning board and will do a disservice to planning.

What I am getting at is that planning boards must act responsibly. "Make no little plans" may be a wise dictum, but making sure that the big plans we make bear some reasonable relationship to the political and economic realities of the communities for which they are intended is equally important. The planning board that sets a succession of colourful but half-baked schemes before council is not carrying out its functions responsibly and can hardly complain if the council tends to pay little or no attention to its proposals.

Planning boards can err on the other side, too, of course. The planning board that advances only those proposals that it is almost certain that the council will accept without question or criticism is not doing its job at all. Planning boards, being appointed bodies, can afford to display a degree of courage in advancing politically unpopular proposals that would be extravagant luxuries to elected councils. This advantage of planning boards is probably an important reason for establishing—and retaining—the provision for appointed planning boards in Ontario. Councils are likely to consider first what is politically acceptable while planning boards can place this consideration second. The planning board can look first at what is most desirable, within the resources of the community. Therefore, I urge planning boards to display courage in advancing to council proposals that are sound but may not be politically popular. Let council take the responsibility for rejecting such proposals —if, indeed, they are rejected; the planning board may be surprised to find that council will match courage with courage and adopt some its controversial proposals.

Let me remind you again, however, that the planning board has an obligation to act responsibly. The planning board that goes to the public to gain support for a proposal rejected by council, or considered likely to be rejected by council, is entering the field of partisan politics and must expect to take the consequences, particularly if its campaign is unsuccessful.

There will be many times when a planning board will take courage in both hands and present a proposal to council that the planning board feels to be soundly conceived but that is rejected by council, for one reason or another. The planning board then has several alternatives. It can retire to a corner and sulk, resolving in future to propose only such schemes as are certain to find favour with council—with the result that imaginative planning in that community virtually ceases. Or it can rend its garments, ventilate publicly its grievance with council, and resign—leaving the community without a planning agency, for a time, at least. This might be justified under some circumstances, but should be resorted to only after the most serious provocation. I think there is another alternative, better than either of these. The planning board should carefully reconsider its position and, if still convinced that its proposal was desirable and feasible, should re-examine its approach to determine *why* it was unsuccessful in persuading the council to its point of view. This may or may not result in a new, more successful approach to council on the rejected issue; it is likely to lead to a more effective relationship with the council on future issues.

In thinking about the relationship between planning board and council we should consider the question of including municipal councillors on the membership of planning boards. The Ontario Planning Act requires at least one member of council to be on the planning board because it stipulates that the head of the council of the designated municipality shall be a member ex officio. It also provides that the members of a planning board who are members of a municipal council shall not constitute a majority of members of the planning board. This still leaves some latitude as to how many councillors should be appointed to the planning board.

Each community will have to decide this question for itself, within the terms of the Act, but certain factors deserve consideration. If councillors are appointed up to the limit permitted, this may include a majority of the members of council in some municipalities, thus getting away from the apparent intention of the Act to relieve the municipal councillors of the tasks assigned to planning boards and to leave these tasks in the hands of public-spirited citizens from outside the council. On the other hand, if there are no members of council on the board, other than the head of the council or his substitute, the planning board may have difficulty in determining the temper of council and its probable attitude to proposals that are being formulated. The absence of councillors may also hamper effective communications between planning boards and council, and it may also deprive the planning board of valuable advocates for its policies in council.

Let us think for a few moments about the relationship between the planning board and its planning staff, where it has one. Surely the average age of planners must be lower than that of any other profession, and sometimes this youthfulness combines with enthusiasm to obscure that touch of humility that is such an attractive quality in anybody—and that is particularly endearing in those who have a hand in shaping the destiny or environment of others. Youthfulness and enthusiasm are themselves highly desirable qualities, of course, and it would be a great loss if the one were wasted and the other stifled as the result of lack of patience or tact on the part of the planning staff. I think planning boards have a responsibility in this connection.

The planning board may find itself in the middle when misunderstandings or strained relations develop between the planning staff on the one hand and the council or general public on the other. Being in the middle may not be a very comfortable position, but it may enable the planning board to restore equanimity. More important, the planning board should try to forestall situations of this kind by tempering the enthusiasm and occasional impatience of the planning staff. It can also ensure that proposals that are advanced have some regard to the attitudes of council and the spirit of the community—the political facts of life, if you will. The planning board can help to interpret the proposals of its staff to the council and *to the general public*, so that the proposals are better understood by the layman and will thus be more likely to be accepted. The planning board will also have many occasions to offer support and encouragement to the staff when frustration seems all around.

It is part of the job of the planning board to obtain the participation and co-operation of the public in determining the solution of problems or matters affecting the development of the community. I must confess that I feel that many planning

boards have been woefully derelict in this duty. I cannot stress too strongly the importance of educating the general public in planning matters. Regardless of what kind of planning organization is established, planning will not be effective if it is not sufficiently understood and supported by the municipal council, by municipal officials, and by at least the important segments of the general public.

While these public educational activities in the community are primarily the responsibility of the planning board, CPAC can make a valuable contribution. *There are many misconceptions about planning that can be corrected much more readily by the informed layman outside of the planning organization than by professional planners or by members of planning boards.* Also, public attention is only one of the responsibilities of the planning boards—albeit an important one—and at best most planning boards will be able to devote only limited resources to informing the public about planning generally. *I think that undertaking some of these public educational activities in various communities across the Province, co-ordinated with the programmes of planning boards where they exist, is the most important work that CPAC can do.*

As long as our communities grow and change, planning will be needed—and I think we can rest assured that the process of change will go on for a long, long time. The factors that make planning necessary also make it difficult—difficult as a technical process because of the increasingly complex nature of our communities, and difficult also because it impinges more directly on the activities and interests of large nuumbers of individuals in the community. *While planning is not new, it is new to many people and is often identified with restrictions on persons and property.* It is always wise to keep a critical eye on the instruments and agencies we use to accomplish our various purposes but we should not allow ourselves to conclude that planning can be made easy by correcting real or imaginary faults in our organization for planning. Planning will never be easy. *We must press on with our principal jobs—planning and obtaining public support for planning.* Much has been accomplished—more, perhaps, than many people realize—but a great deal remains to be done. *I am sure that you share my concern that progress is not fast enough in many areas, hence your attendance at these two days of discussions.*

In conclusion, let me correct any impression that I may have left with you that we in the Department are completely satisfied with the machinery for community planning that is established by the Planning Act. While planning boards have been operating under the Act for more than 15 years they are still on trial, in a sense. Planning is too important a function to be left undone, and if individual planning boards, or planning boards generally, fail to measure up to their responsibilities they may have to be dissolved and some other approach tried. However there is ample proof that our machinery for planning *can* work, and we want to improve this machinery in any way possible. I can assure you that any ideas that come to us from your conference will be given the most careful consideration.

THE PLACE OF THE PLANNING BOARD IN THE COMMUNITY

William R. Allen, Q.C.

Chairman, Municipality of Metropolitan Toronto; Member, Metropolitan Toronto Planning Board

Planning boards, be they rural or urban, joint or area, are simply a means by which we in the Province of Ontario carry out a planning function for municipal projects. In order to find their place in the community orbit of the 1960's, we should take a look at their role, their evolution and their efficiency, in the course of which, some questions should be raised to which there may not, as yet, be answers. Being comparatively recent, public planning is still controversial, but there are these questions which we should be considering if we are to fulfil our role as members of planning boards.

The planning board in Ontario has established itself as an official group of citizen planners, serving their community in a broad, serious undertaking. Its role is one of interpretation, influence, leadership, recommendation, resource and forward thinking.

The planning board interprets and it leads, sometimes into the next and succeeding generations, a course which it has plotted. Although wielding very little actual power, it exerts tremendous influence upon the community. It educates public taste and opinion by encouraging good community design, by enriching the aesthetic values of its community through the quality of its leadership and example. It can increase community pride and so elevate the general standards of development.

As a resource body, the planning board is able to accurately assess and evaluate the complexion of the community it serves through studies of the populace. This is another means of guiding the development of the community in an orderly manner and seeing that special community needs are provided.

While it is charged with many duties, the planning board is primarily concerned with the aims, objectives and results of specific planning goals.

Town and regional planning are very recent additions to the governmental scene in this country. Do you realize that planning boards have not yet really come of age in Ontario, covering an era of but sixteen years? In that time the planning board has moved from a position where it was a little-understood, oft-scorned group of frustrated citizens grappling with a process barely comprehended by themselves—perhaps even less by its local council—to a point today where it receives a measure of acceptance and understanding from the people it serves.

As planning boards have evolved and matured, their focus has slowly changed from that early introverted preoccupation to an outgoing objective vision. More and more, they look beyond their boundaries at the "outside" factors which influence their own communities and realize that they cannot divorce themselves from that "other" world. . .

Since municipal councils have the power to appoint their planning boards, (with the approval of the Minister), these

boards are invariably the direct reflection of the respect and esteem in which the planning function is held in the community. . .

The main duties of planning boards are to study the "physical, social and economic aspects of the community, conduct public meetings, prepare a comprehensive policy and programme of development". This statement focuses upon the potential strength of the planning boards, the breadth of the research and findings expected of them, and the extent of the community leadership which they are expected to display.

This statement also demonstrates a weakness: Planning boards are expected both to keep a finger in the dyke, to cope with the flood of day-to-day pressures, and to undertake comprehensive studies leading to an Official Plan. But how many planning boards obtain the financial support necessary to meet the demands of both current and long-range planning?

Less than one-third of all planning boards in Ontario have produced Official Plans. Is the lack of adequate financial support one of the underlying causes for the production of so few Official Plans? Should the Government of the Province of Ontario assume a greater responsibility for planning in this Province by providing a system of grants to planning boards, in order to encourage and facilitate them in their efforts to fulfil their functions as laid down in the statute?

The planning board's relationship to the elected council is of critical importance; it must gain the goodwill and cooperation of its municipal council and "sell" the validity of its planning to that council for adoption and implementation. Without the cooperation and acceptance by council, the board is "Planning in a Vacuum".

But council's agreement concerning a Plan is not enough. The planning board does not have stature, nor do its plans have life, unless there is understanding and acceptance from a much greater audience—the citizenry. Planning proposals and public relations should go hand-in-hand so that there will be sympathy, understanding and a measure of tolerance between planners and planned, thereby establishing a rapport of support for the Plan.

An Official Plan recommended by the planning board to the municipal council is merely the explosion from the launching pad; there must follow its ejection into space by means of public acceptance, and finally it must be propelled through space by approval of the elected body. There is nothing in the Planning Act which says an Official Plan must be implemented. The procedures associated with it are of a negative type—public works and by-laws will *not be passed* unless they conform to the Plan. To what extent can we legislate activity? This is one of the great unresolved issues of local planning. How can we encourage positive municipal action to implement the Official Plan?

In considering the role of the planning board within the community, we should examine the planning function in government so as to determine how it can best serve the community, using the following criteria:—

1. The *boundaries* of the planning area;
2. The nature of its goals;
3. The effectiveness of the planning organization.

The problem of planning for the single municipality appears to be attractively simple compared to the problem of planning for the multi-municipal complexes growing up throughout North America as a result of the urban development.

Each generation faces its own set of challenges, and the great challenge of our time is the challenge of the wave of urbanism which is transforming our country-side and placing enormous strains on our "horse and buggy" structure of government.

This wave of urbanism produces two sets of conditions that have great bearing on the area of jurisdiction, goals and organizational planning. On the one hand, physical development, economic activities and social life flow across established municipal boundaries and thereby create an urgent need to coordinate land use and municipal services across municipal boundaries. On the other hand, a new kind of community is emerging on a regional basis, that, fortunately, provides the foundation for the essential cooperative inter-municipal measures.

Metropolitan Toronto represents one conspicuous response to this challenge, and so it may be edifying to examine Metro planning from the point of view of the three tests of boundaries, goals and organization. From this could emerge certain positive lessons and certain questions of general interest to all the urban-centred regions of the Provinces wrestling with the problems of urbanism.

In *principle,* Metro planning in Toronto embodies the idea that the welfare of *each* municipality in the Planning Area requires the *cooperation* of all municipalities, so as to create a Plan that will provide a sound framework for the development of the entire area.

In *practice,* Metro planning has made possible the *unified* study of urbanized Toronto and its surrounding rural fringe—an area of 720 square miles—containing 26 municipalities; and the preparation of a draft Metropolitan Plan covering major land uses, roads, sanitation services and parks.

In *potential,* Metro planning will make possible the adoption of an Official Plan for the entire Planning Area, which, through the required conformance of local by-laws and public works, will become an instrument for the integrated and harmonious development of the entire area.

The principle, practice and potential of Metro planning in Toronto represents, in comparative North American terms, a very considerable advance. But this cannot provide a justification for remaining static. Each plateau of achievement raises a new set of problems, which have to be met with some degree of success if the area is to move forward. In fact, if they are not met in a reasonable period of time, a general loss of confidence—a demoralization—may result, which can set the clock back, particularly in such a delicately balanced structure as Metropolitan Toronto.

Two problems appear emerging from the present organization for planning jurisdictions in Metropolitan Toronto Area:

1. The relationship between the "inner" thirteen and the "outer" thirteen municipalities—the latter being within the planning area, but beyond the Metropolitan boundaries.
2. The very extent of the boundaries themselves.

There are solid reasons for a planning area that goes beyond Metropolitan municipal limits. Experience suggests that a number of the important broad controlling factors that influence the quality and cost of life in cities may be decisively affected by subdivisions and development entirely outside the jurisdiction of the central metropolis. The history of many cities illustrates this process, whereby growth occurs not by an orderly expansion from the inside outwards, but by a multi-directional, scattered growth that is unlikely to form an integrated, well-organized, efficient and livable urban region.

There can be little question about the desirability of a Planning Area extending beyond the municipal limits of Metropolitan Toronto; but the *means* by which this is achieved leaves much room for constructive doubt.

The Metropolitan municipality has, in fact, extra-territorial planning powers over the "outer" thirteen. They have a form of representation on the Metropolitan Planning Board, but they are not represented on the Metropolitan Council that is empowered to adopt a Plan for their area.

This situation reflects a basic fault in the philosophy and practice of the Ontario Planning Act, which gives the responsible Minister authority to designate the municipality in the joint planning area—usually the dominant city—which can by its own action, adopt an Official Plan for a joint planning area. The Metropolitan Act avoided this pitfall with respect to the members of the Corporation, but then it was allowed to come back in through the back door in the extra-territorial principle of planning.

All of this raises a number of questions. Does not the existing setup tend to pit one group of municipalities against another group of municipalities? Is it possible, in this circumstance, to expect the emergence of a truly regional approach in the Metropolitan Toronto area? Is it possible, in our society, to teach the gospel of cooperation by wielding the big stick—even a benevolent and well-intentioned stick?

The principle of extra-territorial planning has an important bearing upon the issues of what, ultimately, should be the boundaries of the planning authority for the Toronto region. Even if it were fully acceptable by all, there would seem to be built-in limits to the extension of control by what is essentially an urban authority, into the surrounding rural countryside. And yet, at the present time, it is true that developments beyond the Planning Area could seriously upset the Metropolitan applecart.

There can be no perfection in the delineation of such boundaries. In the highly urbanized Ontario scene, spheres of influence and regional communities are bound to overlap. This would be a matter of no serious concern if the Toronto planning region were one of a chain of contiguous regions, stretching say, from Cornwall to Sarnia.

Here is an opportunity for the Province, through suitable statutes, to make a great contribution to the security and effectiveness of sound development in the urban-centred regions of the Province. This is a form of leadership that is needed right now. Within the kind of regional planning framework here envisaged, there is a good opportunity that a plan can be worked out that is sufficiently comprehensive to meet both the pressures and opportunities that arise within the region.

To make the most of these possibilities, the goals of the regional plan must have a proper focus. Energy should not be expended on local concerns. The essential focus is on the over all direction, sequence and extent of urban growth—on the broad pattern of development that will so greatly influence the taxes we will pay and the time we will have to rise for work in the morning in five, ten, twenty years from now.

There is a wise saying that the planner should be on tap but not on top. But what comes out of the tap is all important. If the planning board at the metropolitan or regional level is to effectively influence the broad patterns of development, it needs to have at its disposal the information, insight and techniques required for guiding the location of employment—creating activities around which new centres of population will be formed. Otherwise, the planners could become the men and women with the nice clutch of coloured crayons who come around after the event to sanctify what has happened with a nice shade of red, blue or yellow.

While a regional plan must in this way be very practical and down to earth, it needs to be more than a "housekeeping" plan. It needs to become the vehicle for releasing the potentialities for community living that arise from the special resources, population, location, landscape and traditions of the region.

This is essential if separate, urgently-pressing problems of the metropolitan scene are not to dominate or distort the over all objectives. Transportation happens to be such an issue at this time. It requires special, systematic, co-ordinated attention. But solutions need to be worked out within the framework of the whole regional picture and of the broad community objectives. Otherwise, we will find ourselves treating *symptoms* such as traffic flow, rather than the *causes*, such as the distribution of homes and work places. The tail must not be permitted to wag the dog.

At the present time, positive planning at the metropolitan level is limited to the area of special jurisdiction such as main roads, major sewer and water works and major parks. On other broad matters which come within the scope of the metropolitan plan, the emphasis is on negative controls: "No public work and no by-law . . . *shall be passed*", that does not conform with the Metropolitan Official Plan. But what is there to see that something *does* conform with the Metropolitan Official Plan?

The results of this situation can be seen in the area of waterfront planning where, through the efforts of CPAC, there is a growing appreciation of the need for co-ordinating efforts of all authorities—public and private—involved in the development of our waterfront.

Positive regional planning raises certain broad implications. A requirement that constituent municipalities undertake investments to accomplish the objectives of a plan implies some

equality in the ability to pay. Metropolitan Toronto has come a long way in overcoming the difficulties of this problem. The questions that now emerge are: To what extent does this basic problem affect the ability of the Toronto region to effectively meet the challenge of growth and change? What needs to be done, in respect to planning boundaries and organization, to make possible the attainment of the critical goals of regional planning?

May I summarize some of the points which I have discussed in undertaking an examination of the place of the planning board in the community, its evolution and efficiency. We have regarded it as a positive force in terms of interpretation, influence, leadership, resource and future thinking. We have noted that, much as it can be a source of spiritual and philosophic strength in the community, the very multiplicity of its duties are a source of weakness without adequate financial resource.

I have tried to impress you with the dependency of planning boards upon the good will and cooperation of the citizenry as well as the municipal council for acceptance of planning proposals, and the attendant lack of authority requiring implementation of Official Plans.

Using the yardsticks of boundaries, goals and administration, we have measured the extent to which the planning function appears to serve the community and to meet the great challenge of urbanism. We noted that the weakness in Metro planning—the disparity of jurisdiction and lack of representation—is reflective of the weakness of joint planning boards throughout the Province. *Can we ever hope to achieve an effective form of regional planning under our Planning Act as it is presently written?*

Time and our own efforts should, and will, correct this and other faults. There are 315 planning boards in Ontario; if we believe in what we are doing we will press for, and receive, the reforms we must have in order to do a better job.

We are part of a great process—the avant-garde of municipal life; we are intimately associated with the pattern and way of life which our children and our children's children will enjoy in the years to come. This is a great responsibility, a great challenge, but one that we have demonstrated we are ready to meet, by our very presence here at this Conference.

THE MAIN PROBLEM — MONEY

Prof. Anthony Adamson

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In the town planning process the problem of money is considered by most people who are involved with planning as a "main problem". This is particularly so at the beginning and at the end of the process. In a small and medium-sized municipality for instance there is not enough money to keep a sufficiently experienced full-time staff on the payroll to study needs and recommend planning proposals, or even sometimes enough money to hire consultants. Then when the planning is done, in all municipalities there is not enough money apparently to do all or most or even some of the things when they are proposed.

I think these two sentiments are commonly held. Are they correct?

I should like to suggest to you that the main problems relating to money in the planning process arise not from a scarcity or shortage of it but more from faults in our local government procedures or administrative set-up or methods of taxation.

Those who believe that many a municipality has not enough money to make plans with adequate technical personnel to advise their planning board, often want the Province to pay part of the planning costs. The Ontario Government pays $75,000 a year to Ontario municipalities, they say, to fix the Warble Fly (whoever he is) and it pays $50,000 for fox bounties. Why can't they help in the costs of planning? The Alberta Government does. In redevelopment studies the Federal Government does.

It of course may be that Deseronto, King Township, Sandwich West, Brampton, even Chatham, Cornwall, Barrie and many other municipalities of city status do not have sufficient planning staff to advise their Boards and Councils adequately. But the question, I suggest to you, which is immediately begged, is "Why should physical planning be done at the level of these small administrative units?" Why is a way not found for planning to be carried out on behalf of much larger areas whose constituent municipalities would be quite able to pool their resources and have a proficient planning staff at a reasonable cost per capita. Is a great part of the money spent by the hundreds of planning boards in Ontario wasted? Is that the reason why the public is not very interested in supplying more money?

There is a lot of talk about "regional planning" and "county planning" and there is some action on "area planning". There is a lot of talk and some action about amalgamation, there is a lot of heat and some action on block annexations but by and large effective planning above the level of the single municipality is negligible outside of Metropolitan Toronto. There is no doubt in my mind that if a way can be found for physical planning to be carried out for counties or grouped municipalities, the costs of efficient staffing of a planning department could be shared equitably and planning could be conducted more efficiently and more economically.

I am sure there are people who will disagree with this and will want to express themselves. Some will, I hope, want to say that if you give planning to an upper level or upper tier of government to be more economically efficient, you take away the autonomy of the municipality. Some, I hope, will want to say that planning is only common sense anyway, and that planning board members spend long underpaid hours in the service of their municipality and that if a bunch of fancily educated planning bureaucrats are given their head there will only be colossal expense. There may even be people who say that area planning boards in Ontario work and actually make plans, and that planning is handled efficiently by grouped muni-

cipalities already. I hope those who hold such opinions will express themselves because I disagree with every one. . .

My own opinion which I have propounded too often at meetings like this is that *few people now know what community they live in.* If a family lives in a township outside Galt on a County Road and the man works in Kitchener and has to go to Toronto twice a week on business and his son is at Western University and one of his daughters is at a boarding school in St. Thomas and they all go to church in Galt but usually shop in Guelph and they have followed the national average and sold their house every 4½ years since they married, where do they live? Is it so vital that their Township tells a planning board to keep the Industrial-Residential ratio to 60:40 and not to be tricked into something to do with regional planning and loss of autonomy?

With regard to the financial ability to make paper plans if and when they are made into three dimensional works, there is an almost universal public attitude toward municipal finance which holds that Municipalities are the low man on the totem pole, that they have quite insufficient money to meet the needs of their ratepayers for public works, planned or not, and for social welfare . . . With this opinion also I do not agree.

The "main problem" in the planned development and redevelopment of a municipality is usually considered to be lack of funds to widen the streets, extend the storm sewers, renew the sidewalks, develop the park site, provide parking and build new schools. All across Canada committees and Royal Commissions have been set up and reported and the "main themes of all the reports is plainly and simply that municipalities lack funds to carry out their responsibilities".

Some reports have recommended in favour, some have recommended against transferring municipal responsibilities to other governments. Most reports have recommended changes in methods of property assessment; some have recommended large scale amalgamations for efficiency; some have detailed Provincial grant changes which they recommend. All have, however, stressed the democratic value and sound philosophy of local government which should not be sacrificed for economic efficiency.

The Canadian Tax Foundation has made a series of most interesting studies on the degree to which municipal taxation may logically be called "too heavy" for local ratepayers to bear, and thereby set a limit to the funds needed to implement planning proposals. Figures that I will quote come from this Foundation's reports unless otherwise stated.

Municipalities, as you all know, are given their taxation sources by the Provinces. Sometimes, as in Ottawa in 1936, when they lost the right to tax incomes, sources are taken away from them. The most important of the sources of taxation available to Canadian municipalities and school authorities are the Real Property tax, Personal Property tax, Business tax, Sales tax, Amusement tax. Of these, we in Ontario must, by law, levy taxes on Real Property and Business and we may level a Poll tax. Quebec municipalities may levy on all the mentioned sources except personal property.

The rise in Provincial taxation (in constant dollars per capita) from 1938 to 1959 has been greater than the rise in municipal taxation. This rise in Provincial taxation ranges from an increase of 139% in Ontario (the lowest) to a rise of 610% in Saskatchewan. A study of what has happened to taxation in Ontario indicates that "the actual weight of municipal taxation has not rocketted with the force that some municipal leaders suggest". The rise in Ontario Municipal taxation per capita—still in constant 1949 dollars—was 60%, the lowest in any Canadian province, and comparable with 206%, 194%, 143%, 131%, etc. in others. So that Provincial taxes are up 139% and municipal taxes up 60% in constant dollars. . .

"Over the past 21 years not only the cost of taxation has increased but personal income out of which it is paid, has also risen. It follows that to obtain a truer picture of the trend in the burden of municipal taxation the percentage relationship of per capita provincial-municipal taxation to per capita personal income should also be considered."

If we do this we find that with one Provincial exception municipal taxation in all provinces in 1959 *took a smaller percentage of personal income than it did before the war.* The municipal burden in 1959 varies from a high of 6.2% of personal income in Saskatchewan to a low of 2.5% in P.E.I. In Ontario the percentage of municipal taxation to personal income has been fairly steady at about 4.5% for over a decade. Also figures in Ontario show that Provincial taxation takes a smaller percentage of personal income than before the war.

From such figures it would not appear that the weight of municipal taxation has reached the breaking point. If municipal taxation had really become burdensome it would be natural to assume that a large body of tax arrears would have built up. Is this true?

I do not have figures except for between 1945 and 1956 but the size of the municipal tax arrears does seem to indicate that a tax resistance has set in. Of course the collection system may be poor and much of the property on which tax arrears are payable may be non-urban land. The Canadian Tax Foundation reported in 1959—"Whether or not there is a hard core of unwillingness to pay for all municipal services and responsibilities from the present sources of taxation is open to question. It seems apparent that some degree of resistance does exist, but as yet the evidence does not seem to indicate that municipal taxpayers as a body have reached the limit of their capacity to pay. This does not mean that they should pay more at the municipal level. It could mean that in future they will pay more at the provincial level through the more palatable provincial taxes. This has been the trend and it seems likely to continue."

An interesting study of 22 cities in Canada by Halifax Commissioner Pottier in 1957 concluded that "the area of hardship and genuine tax resistance is reached . . . . . when the tax rate reaches 2% of actual market value", and again quoting him, he believed that 2% of actual market value is the "starting point of diminishing tax revenue for residential real estate". This seems to be corroborated by other evidence, the most

pertinent of which is that the percentage of real property tax to the total municipal revenue is declining but "the paradox is that although the fiscal importance of the property tax seems to have declined, complaints on the burden of the tax tend to be more vocal".

Although some form of special levy on business is authorized in the legislation of all Provinces only in Ontario and Saskatchewan is the use of the municipal business tax mandatory. In Ontario we have had it since 1890. It has been considered here a better tax source than personal property or merchandise or turnover, etc. which is taxable in other Provinces. As you all know, from cleverly overzoning for distilleries, the business assessment is a percentage of the real property assessment varying between 10% for supervised car parks to 150% for distilleries. Manufacturers chip in at 60%, retailers at 25-35%. Ontario does not publish figures to show the importance of this tax, but for those cities for which figures are available, the percentage of the business tax revenue to total municipal taxation varied in 1958 from 17% in Toronto to 11½% in St. Thomas. In Saskatchewan, the only other Province in which the business assessment is mandatory, the percentage is only 2%. Municipal business tax in one form or another, except in the two Isled Provinces, is a much lower percentage than 17%.

Ontario municipalities have no right to levy sales tax. In Quebec these taxes have strengthened municipal autonomy but the levying of them has been a source of nuisance and expense and it seems better to collect sales tax provincially and distribute its funds to municipalities as unconditional or conditional grants as we do.

Ontario municipalities although allowed to levy a poll tax, scarcely use this source at all. Brantford in 1960 had a $10 poll tax, Fort William, $8.00, St. Thomas, $6.00, and Peterboro, $5.00. Brantford's $10.00 amounted to 0.18% of the total tax revenue for municipal and school purposes.

Continuing a study of the Ontario municipality's ability to pay for what you plan for it, I come now to the automobile as a source of revenue. It has cost municipalities more money than even children. In Ontario "road user charges" (vehicle and drivers' licenses, service fees, garage and service station licenses, fines, gas taxes, etc.) are collected by the Province and may pay for 85 to 90% of the cost of Provincial road expenditures. The road users' contribution to municipal roads through the Provincial levies is however small. Although the Ontario Government, next to Manitoba, pays the most, only 26.3% of the total collected is sent out to municipalities in grants or subsidies. I do not have the figures for Ontario but considering the known figures for Canada, my guess is that under 1/3 of the cost of municipal road expenditures comes from the road user taxes handed down by the Province and that therefore 2/3rds of the rest of the cost of municipal roads is paid for by property taxes.

At present, so far as I know, only two provinces allow municipalities to raise money from road user charges. In Quebec they are, quite rightly, lumped with bulls, stallions, horses, horned cattle and dogs as taxable road users. In other provinces which permit personal property taxation, municipalities may include the car, so that there are probably six Provinces in which municipalities get a direct money bite out of the car.

The various commissions studying municipal taxation since the war have all favoured a municipal tax bite from road users and have only differed as to whether the bite should be taken by municipalities or by the Province and distributed on some formula by right. The Canadian Tax Foundation favours the latter method.

Personally I always regard the car as the mobile room in the house—more comfortable, the windows open more easily, heat is better controlled and my children do things in this mobile room that I had to do in the conservatory. I cannot see why it is not municipally assessable.

To supplement municipal taxation the Provinces, as already indicated in various ways, give municipalities conditional and unconditional grants to keep their mill rates down. Ontario has steadily increased the percentage of its total tax revenue which it hands on down to municipalities in unconditional and conditional grants—35.9% of total Ontario revenues were thus handed on in 1960—a percentage over 5% higher than any other Province. Of the total handout 11% was in unconditional grants and 88.5% was in conditional grants, chiefly, of course, to education. In 1960 the conditional grant money in Ontario was directed toward education 75.6%, highways 15.3%, health 1.4%, and social welfare 6.1%. This 6.1% for social welfare is a slightly higher grant percentage than in any other Province.

To complete the picture of the finances of the poor undernourished municipalities of Ontario, I have to say something about borrowing, because for many of the works proposed in your plans we have to borrow. Borrowing permits a municipality to acquire quickly, and usually at the time when they are most needed, the more expensive types of capital works. Because of its speed and painlessness municipal borrowing is carefully controlled by the Province. The tendency over the last few years has been to cut down in the period of amortization. In Ontario only 7.2% of municipal capital expenditures were paid for out of current municipal revenue; the rest was raised by borrowing, which is about average for Canadian provinces. Reserve funds or capital levies are rare despite the fact that studies show considerable savings to the taxpayers by this means of "pay-as-you-go".

Municipal debentures and other debts have undoubtedly risen since the war. Ontario had the second highest per capita debt in 1958 among the Canadian Provinces. The Ontario figure in 1958 was a municipal debt of $212 per capita amounting to a per capita payment of $6.70 for handling the debt. Compared to what our dear Federal Governments build up in debts and deficits per capita, this is miniscule and it also is smaller as a percentage of net municipal expenditures than it was before the war.

Assistance in borrowing is given by Provincial and Federal Governments in various ways, and the Ontario Water Resources Commission now takes over credit headaches from many municipalities. The Gordon Report of 1958 said "the total municipal

debt burden does not yet appear alarming". In October 1961 the Canadian Tax Foundation wrote "over the past 20 years the increase (in municipal taxation) seems modest in comparison with the enormous growth of provincial revenues over the same period of time".

In June 1962 I should like to say that all the ballyhoo and bellyaching from municipal councillors that you hear all the time about the difficulties they find themselves in to raise money, is due to their being scared of the dear ratepayers who don't want to pay what they can easily afford for what they can easily get and next year will be mad as hops for not having.

I also say that this rather hysterical state of affairs has risen to a very considerable extent from a *failure in planning* for which the members of most planning boards should feel themselves directly responsible.

The Ontario Official Plan, as ground out in the backrooms as an entirely secondary occupation of planning boards to that of issuing consents and controlling subdivisions and worrying over the political aspects of zoning amendments, *seldom has any mention of staging or phasing development in time periods.* And I would not be surprised if the number of Official Plans which stage or phase development and tie such planned development back to a capital budget so that the plan has economic validity, could be counted on the fingers of one foot.

Money is the sinew of every one of your official plans. Why is it that so many of them are merely "designated land use maps" with public works such as park sites zoned "Green Belt" in the hope something will come of the pretty hatching by magic.

I know part of the answer because I have known municipal life. The transient home owners who elect your councils expect you primarily to protect the resale value of their house or the farm owners to allow them to subdivide. Zoning is, to them, planning. It is often more important to decide whether a Tastee-Freeze outlet can go in C.1. than to plan the broad future of a municipality whose boundaries have no true community meaning anyway.

I should like to read an excerpt from the March 1961 issue of Local Finance, a publication of the Canadian Tax Foundation on economic planning, or the Capital Budget.

> "The legislation of all provinces requires municipalities to prepare annual estimates of revenue and expenditure for the current year. None, however, demands the preparation of estimates covering actual and proposed expenditure which needs to be financed by borrowing. As a result, few municipalities appear to have a program of planned capital expenditure which allows their councillors, who are responsible for policy formation, to appraise intelligently if, when or how the municipality should undertake the capital improvements claimed to be necessary.
>
> Some citizens are inclined to make themselves quite vocal when they feel that certain improvements in local services are necessary. On the principle that squeaking hinges are the most urgently in need of oil, councils may be coerced into giving priority to capital works for which there seems to be the most clamour. Unless some guidance can be given to those responsible for borrowing policy, little control over the tax rate or the orderly development of a municipality can be exercised. The adoption of a well-considered and carefully planned capital program, however, should help to ensure that the burden of debt charges is leveled out, that local taxpayers get the most for their money, and that priory ratings are given to all projects.
>
> Authorities seem to be in general agreement that municipalities which find it necessary to undertake capital works should prepare a survey of municipal capital requirements and should consider as part of the study all debt already incurred. As the municipality is usually responsible for raising the necessary funds for all outside boards and commissions, such as school and library boards, hydro and parks commissions, the success of capital planning would depend largely upon proper liaison between all local authorities. With full co-operation a complete list of capital undertakings could be drawn up and priorities allotted over a period of from five to ten years. By annually reviewing the capital budget and then adhering to the decisions for a 12 month period, it has been found that administration can be greatly facilitated and a systematic plan for capital improvements can be developed within the capacity of the municipality to pay.
>
> Apart from helping a council to know what capital expenditures can be afforded and when, a capital budget will also help council to decide if some of the proposed expenditures could be financed by alternative means."

I shall conclude by making five points for discussion relating to money and planning which I believe to be of paramount importance to the planning process:

1. The urban municipalities of Ontario are in a healthy financial state and can, with the financial helps available, plan to carry forward quite adequate improvement to their urban environment.

2. Municipal capital budgeting in Ontario is in a primitive state and the bodies which should be providing "the proper liaison" and planning "capital undertakings", namely the Planning Boards, are not doing so.

3. Town planning is done on far too small a scale with insufficient staff, with the result that most of the time and the money of all concerned is taken up on routine operations permitting developments to take place without the benefit of having either a physical plan or an economic plan to guide or justify the developments.

4. The chief reason for planning being on so small a scale is also monetary and is due to the unique advantages to Ontario municipalities which business assessment has for this Province, which results in Councils and Planning Boards being incapable of co-operation on a large scale because they are all fighting each other for business assessment, and so are fearful of losing control over land use for industrial purposes.

5. You cannot sell this kind of town planning, this kind of confused and inefficient set of controls, to a people whose "main problem" has been "money" and who can see both sides of a nickel.

SOCIAL AND PHYSICAL PLANNING — the Possibilities of Partnership

The following is a collection of extracts from a panel discussion which took place during the 1962 Conference of the Ontario Welfare Council. Chairman of the panel was Professor Anthony Adamson, Division of Town and Regional Planning, at the University of Toronto. The two panelists were Miss Florence Philpott, executive director of the Social Planning Council of Metropolitan Toronto, and Norman Pearson, planning consultant, Hamilton.

MR. PEARSON: . . . To me the collaboration between the physical and social planners is essential, particularly in this business of working out the goals of the community, and I would like to see physical planners working, not in terms of a so-called "administrative neighbourhood unit" concept, but through a whole series of neighbourhood groups (or whatever the proper social term may be), working with skilled social workers, so that we understand the nature of the animal we are dealing with—instead of looking at the problem in terms of satisfying a developer or trying to solve administrative problems . . .

MISS PHILPOTT: In the social planning field, we have been identified primarily with voluntary endeavour. This is not what we state as our objective and, in fact, it is not true in our actual operations; but, in the minds of the public, and therefore often in the minds of the politicians, we are identified with the voluntary welfare endeavour which, in the *total*, is a very small percentage of all health, welfare and recreation . . .

PROF. ADAMSON: In the actual operation of physical planning, the first thing that is done, and could be continually done every year, is the *study*—the survey of the existing conditions in the city. The physical planner makes a very thorough study of the population. He knows pretty well exactly how many children there are going to be; how many are in the cots, so to speak; how many people are getting old and are likely to be over 65. He could probably, with little trouble, find out how many people had lost the index finger of their right hand. All these things can be found out statistically. These figures are used largely to deal with schools, traffic, and the like, but I have never been in a planning office that went into the problems of *social pathology*. I don't know whether they ever worked out how many people were going to be run over at the corner of Main and Elm, or how many people were going to desert their husbands; there are not the facts availabe to help *social planners* . . .

MISS PHILPOTT: In social work we have said, for as long as I can remember, that the basic service in any community is good family counselling—the development and strengthening of family life, family relationships. Yet what usually happens is that, in large urban communities, the population moves out to the fringe areas—the suburbs—and the services are still located in the downtown area. We plan for these suburbs what stores ought to be in them, what supermarkets, what buses and streetcars will serve them. It seems to me that the time has come when social planners have to get ahead of this game. We can only do it in collaboration with the physical planners and study the developments we anticipate in, say, the next five years . . .

MR. PEARSON: Having worked in quite a wide range of communities, I think that planners still are tempted to use the statistical pathology to justify an attack on some area in terms of urban renewal. Planners who want to push forward with any renewal or redevelopment programme would be very keen, I believe, to find out how many people were killed on the corner of Main and Elm, and where the tuberculosis cases are; but I have not seen many who constantly refer to these things or their effects. I think this is quite a failure in our profession.

I know very few cities that are really consistently following any master plan that has very much to do with any social goal. I think we have a great many planners who say, "How are we going to handle the number of cars, and how many shopping places must we have?" But many physical planners are working with a peculiar set of notions of the kind of *physical* community they want to create . . .

. . . I don't know how much our profession has de-

veloped any really *advanced* ideas about what they are actually doing. Here is where social planning could be a tremendous help to the physical planners—in correcting some of their conceptions, or misconceptions, about the kind of structure they are building. Coming from Britain where we have a rather closer relationship with social planning, and where our plans did help us to forecast where the hospitals and even the "sin strips" were likely to be, where we were dealing with a wider range of community objectives, I feel that there is a terrible deficiency here—and it is a direct result of the obsession with growth . . .

PROF. ADAMSON: I think a very important point was made by Mr. Pearson when he said that physical planning is dominated by middle class needs. The suburbs are the supreme example. This basic middle-income group control the political attitudes which, in their turn, make town planners plan. There is a feeling against any non-conformity, not felt at the social planning level.

We have heard that the trend in social planning was, first of all, prevention. In physical planning also, we try to talk prevention. We try to say: "Don't extend the pipe out to that area because it is likely to lead to problems of assessment and higher taxation and other economic matters" . . .

In my opinion, *area* planning simply does not work, and joint planning areas have proved completely ineffective. Everybody *talks* about regional planning and area planning in the physical field, but nobody *does* anything about it.

The other trend that is noted in social planning is that it is within the *community* rather than within *institutions*. I don't know that there is an exact parallel in physical planning with that trend.

We might ask Miss Philpott and Mr. Pearson what they would like to see, practically and positively in the field of co-operation between the two forms of planners.

MISS PHILPOTT: What I would like to see is a further development of what has already been started here in Toronto between the physical planning groups and our own Social Planning Council. In the last month, plans have been made for redevelopment of one entire area, and we were asked to collaborate with the physical planners in suggesting the kinds of services that would be required. We social planners can involve the people in that area, working through one of our area councils, to explore what seems to be the major needs that we can anticipate, and the services that should be located there.

I would like to see further conferences such as we had last year on the needs of people living in a public housing project. (We concluded in that conference that the needs of people living in housing projects were no different from the needs of people living any place else, only they were more visible because they were more concentrated.)

I would hope for closer and more frequent collaboration between physical and social planners. At this point I cannot see us setting up what you might call a joint organization. I think we have to learn to work together, to collaborate and to communicate, and eventually we will find out how to work out some sort of a system.

(At this point the Chairman noted that there was usually more money for physical than social planning, at least in the larger cities; he asked about the use by social planners of the statistics and other data from the physical planning survey.)

MISS PHILPOTT: We have the very best co-operation in Toronto. We call our physical planners all the time for information. And, within the last couple of years, we have found *our* information being used by the physical planners. If we can decide who has the greatest competence to develop certain types of information, then we will have better and more effective collaboration.

MR. PEARSON: I would like to see the physical planners in any community sit down regularly with their social planning counterparts and talk about goals and objectives—the neglected part of our whole physical planning operation—about the kind of surveys we do so often in physical planning when we collect information that just "misses the boat" where the social planners' objectives are concerned. I think we could economize in that way.

I think the physical planners' strength is in being able to talk about the shape of things, the developmental aspect, the three-dimensional part; but I think we need a lot of guidance on the kind of stresses and strains that may be created by, say, putting a new expressway network through a city. I think the social planner has to try to relate to the physical planner, so they can be of mutual help.

BOOKS

CALIFORNIA GOING, GOING . . .

By Samuel E. Wood and Alfred E. Heller. Published by California Tomorrow, 334 Forum Building, Sacramento 14, Calif. 75 cents. Prices on bulk orders of 10 or more provided on request.

"Where bowers of flowers bloom in the spring.
Each morning at dawning, birdies sing and everything. . ."

"Over the years the tunes change, the rhythms vary, but the message remains: at the shore of the American continent there lies a temperate land of unlimited bounty, which may be shared by all who choose to follow the sunset.

"The message remains today; we still sing in praise of the golden state, notwithstanding the smog, the water pollution, the crowded roads, the dirty blighted cities, the disappearing open space."

Every county and city in California is required by law to have a planning commission and to develop a master plan for land use; the various departments of the state government are planning land uses, and the federal government is giving financial aid for planning to communities.

"At all levels, good people are at work and working hard. Their wish is everyone's wish—to keep the land bright, make it brighter. Unfortunately, although the dough looks good, the cake is not rising, and the reason is simple: nobody wrote out a recipe. A number of good cooks (and some amateur ones) have measured out a cup of this or a tablespoon of that, but the ingredients do not blend, they do not work together, they are inadequate. In other words, there is in California a serious, progressively disastrous lack of coordinated land planning and development."

These excerpts are taken from the Preface of a booklet which makes a forceful appeal for increased funds for planning from the State government, for a state-wide coordinating policy and land development plan, and immediate interim measures to cope with the fantastic growth in California. (1500 people *per day* are either born in the state or move into it.) Those preparing briefs or appeals of any sort, either as professional planners or as members of CPAC, would do well to study this booklet as an example of strong, clear writing, effectively illustrated and tastefully produced.

If you are tired of talking about "sprawl", try "slurb"—sloppy, sleazy, slovenly, slip-shod semi-cities.

California Tomorrow is a non-profit educational institution dedicated to greater public awareness of the problems to be faced in maintaining a beautiful and productive California.

COMMUNITY MENTAL HEALTH AND SOCIAL PSYCHIATRY—A Reference Guide

Produced by an Editorial Committee of the Harvard Medical School and Psychiatric Service, Massachusetts General Hospital. Published by the Harvard University Press and, in Canada, by S. J. Reginald Saunders and Company Limited, Toronto. $3.85

There is a growing emphasis on the relation between the mental health of an individual and the community in which he lives. Cooperation between the social and medical sciences and the community planner is now beginning to produce a valuable body of literature.

This reference guide is a bibliography of many of the current issues and findings in community mental health and social psychiatry, as well as a guide to related topics and resource material. The text cites 1,158 items, primarily in American literature, published from January 1953 to April 1961.

GREEN BELTS AND URBAN GROWTH—English Town and Country Planning in Action

By Daniel R. Mandelker. Published by the University of Wisconsin Press, 430 Sterling Court, Madison 6, Wisconsin. $5.00

The Green Belt, as a means of controlling urban growth and preserving open space near metropolitan areas, continues to receive considerable attention on both sides of the Atlantic. The idea has been most fully exploited in England, and this book is a description of how their programme works.

Dr. Mandelker, Associate Professor of Law at the Indiana University Law School, studied the operation of the development-control process in England from 1959-60, on a combined sabbatical leave and a Ford Foundation Law Faculty Fellowship grant.

He traces the application to develop land from its first submission to the local planning committee through a final appeal to the Minister of Housing and Local Government in the case of a refusal. The careful examination of consents to and refusals of applications, the scrutiny of planning administration, and the analysis of the respective roles of local districts, counties and the national ministry, make the book of considerable interest to planners, lawyers, legislators and others concerned with the preservation of open space in urban areas.

EXPLORING THE METROPOLITAN COMMUNITY

Edited by John C. Bollens. Published by University of California Press, Berkeley 4, California. $7.50

This book presents the major findings and methods of a comprehensive series of governmental, social and economic studies of the St. Louis City-County area, one of the principal metropolitan complexes in the States. It contains material which should be of value in many other heavily populated areas, and its contents should be understandable not only to specialists, but also to public and private civic leaders and interested citizens.

The research project, organized under the joint auspices of St. Louis and Washington Universities, investigated three major fields: the government—its functions, territory, structure, finances, personnel, operations and relations; the people—characteristics, interest, attitudes, formal and informal participation in public affairs, and the opinions of community leaders; the economy—past development, locational factors, current features, internal interdependence and projections of growth.

This research received one of the first three Fruin-Colnon national awards for outstanding contributions to the solution of urban and metropolitan problems. The contributors are: John C. Bollens, University of California; Scott Greer, Northwestern University; Werner Z. Hirsch, and Carl A. McCandless, Washington University; Henry J. Schmandt, University of Wisconsin.

THE CITIZEN'S GUIDE TO PLANNING

By Herbert H. Smith. Published by Chandler-Davis Publishing Co., Box 36, West Trenton, New Jersey, USA. $2.00

In his Foreword, the author states: "The purpose of this book is to set forth the meaning of planning in terms understandable by all interested laymen. It has been my intention to write a book primarily for the newly appointed member of a planning board or a newly interested private citizen. . ."

He has fulfilled his object admirably, and his book is a valuable addition to the meagre supply of good planning literature for laymen.

The chapters, all of which are fairly short, are listed below:

The Reasons for Planning; The Development of Planning; The Function of Planning; The Planning Board; The Master Plan; The Relationship of Zoning to Planning; The Regulation of Land Subdivision; The Capital Improvements Program; The Care and Feeding of Planning Professionals; Planning and the School Board; Planning and the Urban Renewal Program; The Community Relations Problem; Conducting Public Hearings; Planning Action and the Citizen.

The book is also applicable to the Canadian situation, and planning boards should note that the price is reduced to $1.50 per copy on orders of 10 or more.

The author served for four years as Chief of the New Jersey State Planning Section before establishing his own firm of consultants in 1954. This firm now serves as consultants to more than 50 municipalities and four counties in New Jersey, New York and Pennsylvania. He is the author of *The Ins and Outs of Planning*, and co-author of *Zoning Primer*.

TOWNSCAPE

By Gordon Cullen. Published by Architectural Press, 9-13 Queen Anne's Gate, London S.W.1. Available in Canada through British Book Service (Canada) Ltd., Kingswood House, 1068 Broadview Avenue, Toronto 6. $12.50

"If I were asked to define townscape I would say that one building is architecture but two buildings is townscape. For as soon as two buildings are juxtaposed the art of townscape is released. Such problems as the relationship between the buildings immediately assume importance. Multiply this to the size of a town and you have the art of environment; the possibilities of relationship increase, manoeuvres and ploys proliferate. Even a small congregation of buildings can produce drama and spatial stimulation."

This is a fascinating book based, to a large extent, on articles which have appeared in the Architectural Review. It is a lively revelation in word and picture of the principles which underlie successful town planning in all ages and climates.

The author illustrates the basic ingredients of townscape, and shows these components assembled in the wider context of the town scene. He also reveals the full poetry of townscape, first in studies of existing towns, and then in proposals for new projects. He has produced a book of obvious interest to architects and planners, and an inspiration to all of us. It opens our eyes.

"In town design and town appreciation, there are . . . two worlds, the animal world of self-preservation, of marginal sight, and the civilized, or magic, world of beholding.

"The animal world is governed by the laws of economics, of practicability, of considerations for health, convenience and comfort. By observing these rules we can assemble in a given place a whole cluster of utilities which yet fails to become a town unless we simultaneously employ civilized vision which obeys its own rules obtaining to scale, colour, texture, height, width, narrowness and the deployment of these qualities to the end of creating a sense of place."

ERRATUM

"People, Planning, Politics, Publicity and the Press", by Noel Dant, which appeared in the last issue, contained a verse on page 5 which was a variant of a parody written by Sir Frederic J. Osborne which was first published in 1951 and appeared in "Can Man Plan and Other Verses" (Harrap 1959). The author and the editor regret the inadvertent omission of the acknowledgement.

planning vacancies

THE CANADIAN COUNCIL ON URBAN & REGIONAL RESEARCH

Applications are invited for the positions of:

(a) Executive Director

(b) Research Officer

These will be the first appointments made in the establishment of the Council as a national body for the promotion and support of research into the problems of the rapidly expanding urban centres and regions of Canada. The work of the Council will be supported by both public and private funds.

The Executive Director will be the chief staff officer responsible to the Council's Board of Directors. He will conduct a programme of grants to Universities and other research groups and will manage the Council's central functions including the co-ordination and dissemination of research information.

The Research Officer will be responsible for assembling, analysing, evaluating and issuing research material and will act in liaison with research leaders and committees as technical adviser. Qualifications should include experience in research methods and background in economics and social sciences.

These two appointments call for persons of high calibre and proven competence in the field of urban and regional affairs. Salaries will be commensurate with their qualifications and experience.

Prospective applicants are invited to write in the first instance, informally and in confidence, to the Chairman, Mr. Peter Dobush, The Canadian Council on Urban and Regional Research, 56 Sparks Street, Ottawa.

THE CO-ORDINATING COUNCIL ON REHABILITATION (SASKATCHEWAN)

The Provincial Co-Ordinator of Rehabilitation and The Executive Director

Salary: to $10,200

Duties: Planning, development and integration of rehabilitation services with the health, welfare, education and manpower resources of the province. The Co-ordinator and his staff work primarily with senior directors and policy makers of voluntary and governmental agencies, under the direction of an Inter-departmental Committee and a Board of Directors.

Qualifications: Post-graduate training in one of the fields of social or psychological sciences, health, education or welfare, and related experience in programme development, administration or community organization.

Benefits: Pension, group life insurance, health plan, three weeks annual vacation, three weeks annual sick leave (cumulative) and a staff development programme.

Starting Date: Approximately October 1, 1962.

Apply to: Director of Personnel, Dept. of Social Welfare and Rehabilitation, 2240 Albert Street, Regina, Saskatchewan. State qualifications, experience and salary expected. All preliminary inquiries and applications will be held in strict confidence.

CORPORATION OF THE CITY OF OTTAWA

Planner V

Education Requirements: Bachelor's Degree in Civil Engineering Architecture, Geography or related field, preferably with post-graduate work in Planning or degree in Planning.

Duties: Under the City Planner, to assist in preparing master plan and urban proposals. To carry out research and design studies for neighbourhood analysis, central area assignments.

Salary: $7,152 - $8,448.

Apply: Director of Personnel, Corporation of the City of Ottawa, City Hall, 111 Sussex Drive, Ottawa, Ontario.

CITY OF VANCOUVER

Planner I

(Comp. No. P-4094)

To prepare design proposals for the Downtown area and for other parts of the City.
Qualifications: Professional standing in architecture, supplemented by post-graduate qualifications in City Planning or considerable experience in the architectural aspects of City Planning;

OR

To participate in the preparation of planning studies in general and neighbourhood conservation plans in particular.

Qualifications: University degree in applicable social science (sociology, geography) and statistical methods; post-graduate degree or other recognized diploma in town planning. Some experience in the basic professional field and some relevant professional City Planning Experience.

Salary: $568 - $679 per month, plus excellent fringe benefits.

Planner I

(Comp. No. P-4179)

To perform varied assignments including survey and analysis of redevelopment areas, preparations of plans for redevelopment of cleared areas and for areas of limited redevelopment; economic studies and analysis and preparation of statistical material.

Qualifications: University degree in architecture, engineering, economics or related subjects; post-graduate degree or other recognized diploma in town planning. Some experience in the basic professional field and experience in planning and redevelopment.

Salary: $568 to $679 per month, plus excellent fringe benefits.

Please quote Competition Number of position applying for. Application forms MUST be obtained from and returned to the Personnel Director, Room 206, City Hall, 453 West 12th Avenue, Vancouver, B.C. as soon as possible.

DEPT. OF MUNICIPAL AFFAIRS B.C. CIVIL SERVICE

Planning Officers—Regional Planning Division

Salary: $430 - $530 per month, or $510 - $635 per month, depending upon qualifications and experience.

Duties include preparing community plans, addressing public meetings and related work. Applicants must be Canadian citizens or British subjects. Applicants for Planning Officer 2 must have a degree in Community Planning or Associate Membership in the Town Planning Institute of Canada or at least five years' experience in Engineering, Architecture or a related field. Preference will be given to a Community Planner with community design experience for one position and one with municipal engineering experience for the other.

For Application Forms apply *immediately* to The Chairman B.C. Civil Service Commission, 544 Michigan Street. Victoria, B.C. *Competition No. 62:178A.*

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